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ABSTRACT

A three week survey was conducted to: (1) investigate the state of developmental book activity in Korea, (2) determine the priority of Korea's book needs, (3) develop program recommendations to meet the needs and (4) formulate regional recommendations. The prime recommendation is that the members of both the Special Planning Committee and the National Book Committee join to form a working committee to develop a national book plan for Korea. Additional recommendations on materials and methods needed are: (1) better quality books that will last two or more years, (2) offset presses working three shifts and using fewer four-colored illustrations, (3) seminars and workshops demonstrating the role of textbooks, (4) extension of the Textbook Depository Library Project, (5) upgrading the caliber of Korean language university textbooks, (6) enhancing library collections of purchased and donated English language books, (7) development of a public library system that will bring books in quantity to the villages and cities, (8) unification of the Central National Library and the National Assembly Library and (9) extension of library training programs. (MF)

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DEVELOPMENTAL BOOK ACTIVITIES AND NEEDS IN THE REPUBLIC OF KOREA

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AGENCY FOR INTERNATIONAL DEVELOPMENT

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LIST OF ABBREVIATIONS

AID - Agency for International Development, Washington, D.C.

AF - The Asia Foundation, Korea office

A-V - Audio-visual

CBA - Central Book Activities, Office of Technical Cooperation and Research, AID/Washington

CERI - Central Education Research Institute, Seoul

GNP - Gross National Product

IMG - Informational Media Guaranty Program of USIA

KLA - Korean Library Association

KORSTIC - Korean Scientific and Technical Information Center

NAS - National Academies of Sciences

NIRI - National Industrial Research Institute, Ministry of Commerce and Industry

NTC - National Textbook Company

ORD - Office of Rural Development, Republic of Korea

SNU - Seoul National University

TCR - Office of Technical Cooperation and Research, AID/Washington

TCR/CBA - Central Book Activities, Office of Technical Cooperation and Research, AID/Washington

UNESCO - United Nations Economic, Scientific and Cultural Organization

USIS - United States Information Service Mission to Korea

USOM - United States Operations Mission to Korea

PREFACE

This report is the product of the last phase of a nine-week evaluation of developmental book activity in East Asia during late spring and early summer of 1966. It covers the Republic of Korea, which was surveyed by the Wolf Management Services team from June 5th through June 24th. Separate reports have been prepared for South Vietnam and the Republic of the Philippines, the other countries included in the study.

The three-country survey was developed and funded by the Central Book Activities of the Agency for International Development's Office of Technical Cooperation and Research. A project of broad scope, its aims were (1) investigation of the state of developmental book activity in each country, (2) determination of country priority book needs, and (3) development of a set of realistic, viable program recommendations to help meet the needs in each country, and (4) formulation of regional recommendations relating to a book and library effort that might be sponsored by the Far East Regional Development Division of AID/Washington. (These regional recommendations appear as Appendix D of this report.)

The scope of work in Korea covered books and materials relating to the educational process; books and periodicals used by individuals for learning enrichment, and for technical and professional purposes; and books utilized in libraries and organized reference centers. The survey encompassed book-related activities of host governments, bilateral and multilateral agencies, private foundations, and the local book industry.

The Korean survey team consisted of four specialists:

> Stanley A. Barnett (Chief of Party): Director of International Operations, Wolf Management Services; economic development specialist with experience in a dozen countries, in various parts of the world; headed 1964 TCR/CBA study of books as tools for national growth; specialist with USRO/MSA in 1953-1954; author.

David Kaser: Director of Joint University Libraries, serving Peabody College, Scarritt College and Vanderbilt University; Professor of Library Science; Ph.D.; author of several books on early development of publishing and printing in the United States; editor of books and periodicals.

Erroll D. Michener: Vice President, Director of International Division, and Assistant Secretary of Silver Burdett Company, educational publishers; before entering publishing, was high school teacher, principal, consolidated school superintendent, and county superintendent of schools.

C. Walter Stone: Director of Libraries, Director of Center for Library and Educational Media Studies, and Professor of Library Science and Education, University of Pittsburgh; Ph.D.; Director, Educational Media Branch, U.S. Office of Education, 1959-1962; consultant on mass media to UNESCO; author and editor of library and audio-visual surveys and manuals.

At the end of our investigation, we came away from Korea with the knowledge that significant forward strides have been made within recent years, and that progress will almost certainly accelerate.

While the Koreans' high regard for learning still suffers from a traditional view of organized education, it has also been responsible for reducing illiteracy in a few short years close to the vanishing point, and for launching new educational planning efforts which are shifting the emphasis in formal schooling from more antique and classic patterns to the introduction of the more practical skills so vital to growth in the modern world. Elementary school is compulsory and universal. Those concerned with National planning and manpower development have assigned a high priority to the improvement of secondary education, especially to the development of technical, scientific and vocational curricula. Progress is also being made in the universities.

Korea, like other Asian countries, is one in which old and newer ways of doing things often exist side by side and frequently within the same field of endeavor, and where the predominant agricultural tradition creates a further dualism in the social and economic structure.* Fortunately, the vital roles which education must play in the process of Korean National development are understood, and many needed changes have been identified.

The basic dependence of education upon efficient performance of publishing and library functions is also coming to be recognized in important quarters. There is readiness for development and support of stronger book production, distribution and library programs to serve communities, schools, the Government and individuals. And there seem to be--in the Ministry of Education, among professional librarians, and in many sectors of the Korean book industry--a vitality and strength of purpose which, in a relatively short period, may (with some outside assistance) prove capable of generating a revolution of sorts by extending lines of communication and accelerating the flow of ideas.

The development will not be explosive, and it will not achieve overnight the requisite levels of support. Nor will difficult problems associated with human, physical and financial resources be resolved immediately. The desire and energy needed are, however, present and the underlying base of knowledge represents a firm foundation for growth.

The members of the survey team trust that the ideas, concepts and recommendations contained in this report will help speed action in that direction.

* * * * *

The fact that the team was able to complete a survey of great depth in a short time resulted from the full measure of cooperation and assistance it received from the many individuals and agencies who were contacted.

The team is grateful to numerous members of the staff of USOM/Korea who contributed valuable guidance and counsel;

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* See Appendix A, "Social and Economic Background Notes" for information on Korea's population, people, language, literacy, and its recent economic upsurge.

to those at all levels of the Ministry of Education who opened doors and provided penetrating insights into the present and potential use of educational material; to university officials; and to a host of other Korean and U.S. officials, businessmen and private citizens.

Our work in Korea was expedited by a special planning committee composed of representatives of the Ministry of Education, USOM/Korea, USIS/Korea and the Asia Foundation. The committee's help was of key importance, both for the materials it gathered and schedules it set, and for the continuing assistance it provided during the survey. To its members in general, and to Shin Kuk Bom and Dr. Clifford Liddle of the U.S. Operations Mission, and Park Choon-Ho of the Ministry in particular, we extend an especially deep note of thanks.

CHAPTER 1

INTRODUCTION AND SUMMARY OF RECOMMENDATIONS

The heart of this introductory chapter is a summarization and integration of the Book Survey Team's recommendations, which are scattered throughout this report in pertinent sections.

However, before proceeding to a consideration of the recommendations, we first briefly review several background factors that form the framework within which they become meaningful. The chapter thus starts with (a) a short assessment of the probable size of the Korean book market for both locally published books and for imports; we next summarize (b) the nature of the Korean educational system, and (c) the role of foreign agencies in book and library development; then, immediately before the recommendations are reviewed, we (d) discuss factors that inhibit the use of books.

SIZE OF THE BOOK MARKET*

Books Published in Korea

It is difficult to measure precisely the current output of the Korean book industry, because the Korean definition of a book as a publication over 30 pages is far under the internationally recognized UNESCO standard of 49 pages. However UNESCO reports that Korea is surpassed only by India, Taiwan and Thailand in all of east and south Asia in the titles it publishes.

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* This information is a condensation of Appendix B, "The Korean Book Market".

Korea's 1965 non-textbook output of books was 13,425,230 copies of 3,187 different titles. Key among these are "student reference books", of which 10,000,000 copies and 972 titles were produced; these were 75% and 30% of the respective totals. School reference books explain and elaborate on textbooks; their overwhelming preponderance reflects both the high avidity for learning that characterizes the Korean student, and the stress on rote memorization and examinations that typifies the educational system.

The language-literature category was next in importance to the student reference books, with 1,289,760 copies of 780 titles produced. Many of these are translations of foreign works (which flooded the market in 1965), and many of them were reproduced without permission.

> (Textbooks, which are not included in the general totals, are produced in great number--60,185,260 copies of 706 titles in the 1965-1966 academic year--by both the public and private sector. Textbooks and student reference books together account for 95% of all volumes produced in Korea. The former are discussed in detail in Chapters 2 and 3.)

Foreign Book Supply

The dollar value of imported books was $688,900 in 1964 and $511,000 in 1965. Between 1963 and 1965 (see Table 13), Korean book imports plummeted 55%--primarily in volumes that originated in the U.S. These dropped from 516,321 and 62% of the total in 1963, to 102,194 and 26% of the total in 1965. The drop in imports from the U.S. is attributed to (1) the 1963 demise of the USOM dollar auction system under which books were among the commodities eligible for convertibility, and (2) devaluation of the _won_* that same year. In 1965, Japanese books equalled 62% of imports into Korea.

The literature category, with 27% of the total, has been the largest single category of books imported from the U.S.; this has been followed by applied and pure science, with 37% between them, and social science, with 12%.

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* To its present rate of 270 _won_ to one U.S. dollar.

Books published in the U.S. are imported under the Informational Media Guaranty Program of USIS; books from other countries are ordered through commercial channels or via UNESCO Book Coupons. All these channels require advance approval of the Ministry of Education. Although some recent speeding up of the IMG procurement channel has been noted, none of these is sufficiently fast or efficient in the opinion of Korean educators, professionals and booksellers.

Foreign agencies with book donation programs provide another key source of foreign--particularly U.S.--books for Korea. The three main sources of such books have been USIS, The Asia Foundation, and the Korean National Commission for UNESCO. The three supplied almost 200,000 English language books during the five years ending 1964; USIS, whose book donation program in Korea peaked in 1962, provided over two-thirds of the volumes during the period, but The Asia Foundation has been the largest donor during the past two years.

There is a wide variance in category coverage between bookstore imports and book donations; this raises a serious question concerning the suitability and pertinency of many in the latter category.

NOTES ON THE EDUCATIONAL SYSTEM*

The school system of Korea accords equal educational opportunity for all, regardless of social background. Its pattern of schooling follows the so-called "U.S. educational type", and quantitive development of the schools has been achieved rapidly at each educational level.

Korea's school system is centralized, with the Ministry of Education developing standard curriculums for the "Common Schools" (the elementary and secondary schools), certifying teachers, publishing the National textbooks used at the elementary level, and authorizing and approving the privately published school books at the secondary level.

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* This information is a condensation of Appendix C.

The educational expenses of the Ministry of Education total about 16% of the National Budget, and school costs of the National and local governments equal about 2.3% of Gross National Product. When private school expenses and school fees are added to this amount, the official cost of Korean education rises to about 3.8% of GNP--about two-thirds of the figure for the U.S. Family support for education, which is extensive, raises the Korean percentage sharply.

Korea follows the "6-6(3-3)-4 school system, with a compulsory six-year elementary school, followed by six years of secondary school (a three-year middle school followed by a three-year high school). High schools are of both academic and vocational types. In higher education, there are two-year teachers colleges and junior colleges, and two- and four-year universities and colleges.*

The Korean educational system is a mixture of public and private, but differences in instruction are few, especially at the Common School level, because of the centralized Ministry control. Few of the elementary school students attend private schools, but over one-half at the secondary level attend such schools, and private institutions predominate at the University level. Generally (and with exceptions) public schools enjoy higher prestige than private schools.

Korea has a large school enrollment, which is increasing at a rate that far outdistances the rapid population rise. By 1963, the number of Koreans enrolled in all school levels was 19.7%--surpassed in Asia only by Japan with 26% and Taiwan with 21%. By 1965, 6,377,000 Koreans--fully 22.3% of the population--attended schools.

Overall 1965 enrollment stood at 422% of the 1945 figure, with 4,941,000 in elementary schools, 1,178,000 in secondary schools, and 138,500 in institutions of higher learning. The large, continuing increases in school enrollment are attributed to the almost impossible expectations that Koreans have placed on education--expectations that have led to a gross over-emphasis on the attainment of high grades and the very high family education expenditures.

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* A graphic representation of the Korean school system is shown in Figure 1 of Appendix C.

Elementary school enrollments average 92% to 95% of the total number of elementary school age children--almost equal to the ratio on industrialized countries and in the top rank of Asia's developing countries. The student retention rate at this level is 80%. The drop-out rate is low throughout Common Schools, because a graduation certificate is almost indispensable for employment. 54% of elementary school graduates enter middle school; competition is keen for admittance into the "top level" institutions.

Unlike the elementary schools, the secondary schools are neither compulsory nor coeducational. The middle school curriculum is basically an extension of the elementary subjects; the study of English is begun by all students in middle schools. Almost 70% of middle school graduates are admitted into high school.

59% of high school enrollment is in the academic institutions, the remaining 41% attend commercial, agricultural, technical, vocational and fishery high schools. Vocational education is still far from the 7:3 vocational-to-academic ratio goal of the long-range educational plan. Many students avoid the available vocational facilities because of the general--rather than practical--nature of most courses, and because education is still primarily regarded as a means to a high position, rather than a vehicle for developing employable skills. This attitude, however, is changing slowly.

The 32.3% of high school graduates who enter colleges and universities rank Korea among the highest in Asia. The liberal arts college is the heart of every university, and over one-half of university students are enrolled in liberal arts courses. Much criticism is leveled at the inflexible system of "educational factories" churning out degrees with little awareness of practical needs. There are not enough white-collar jobs to go around. In an attempt to control the situation, the Government sets student quotas for the academic colleges and universities, and tries to divert students into improved vocational and technical schools.

The nature and use of instructional materials in the schools are determined by the Korean attitude toward education and by the characteristics of the educational system. Four factors--(1) classroom shortages, (2) teacher shortages, (3) the "exam-fever" which pervades all education, and (4) the lecture-memorization orientation of the schools--combine to make the textbook the almost sole instrument for instruction.

The elementary school book market is huge, with Ministry of Education-published textbooks accounting for 75% of all books published in the country. Secondary school books account for another 14%.

Korea's acute classroom and teacher shortage is worsening with rapid increases in school enrollment. In the elementary schools, 63% of the classes have over 60 students, 37% over 70 students, and 15% over 80 students. Many schools schedule three shifts per day, and in Seoul some schools schedule four and five shifts. The middle schools are just as crowded; 86% of classes have 60 or more children. The pupil-teacher ratio in Korea is one of the highest in Asia--about 60 to one in elementary schools and 42 to one in middle schools. This is a reflection of local teachers' salaries as well as classroom shortages.

Under the intensive spirit of competition that prevails, the average Korean family with two children in school (one in elementary and the other in secondary) spends almost 13% of total household income on education. The great financial burden involved in supporting children at school results not from the cost of textbooks, but rather from the multitude of "extra-curricular" expenses--student reference books, private or group tutoring, private reading rooms, private after-school academies, and contributions to various school funds.

BOOK ACTIVITIES OF FOREIGN AGENCIES*

Book-related projects of foreign agencies providing assistance in Korea have concentrated in the areas of book donations and library support. Some, but relatively few, of these activities have been directed at building local capabilities. Four agencies have made significant contributions: The Asia Foundation, the Agency for International Development, the United States Information Service, and UNESCO.

The Asia Foundation's program in Korea has been large and effective. Its book and library projects have covered a wide range of activity, including procurement of special materials needed by Korean scholars, strengthening of library education and teacher-training programs, and financial support for research studies. Three of its most important recent activities have been:

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* This material is a condensation of Chapter 8.

> Donated Book Program: By 1965 this program had distributed over 50,000 volumes of contemporary English language university level textbooks and reference books to teachers, scholars and students. Books are distributed through traveling provincial book exhibits, direct-mail lists of new book arrivals, and donations to libraries within the context of broader assistance programs of the Foundation.
>
> Special grants to libraries, ranging from university libraries to village libraries: This assistance includes grants for library books, buildings, research programs, and librarian training grants for study in the U.S.
>
> English language teaching assistance: This phase of activity has included funds for the development of a new English syllabus at the university level, and funds for the development of teaching materials and seminars, etc.

AID's book-related assistance has come under two general headings: (1) projects funded by the Central Book Activities unit of TCR/Washington and administered by USOM, and (2) projects originated and funded by USOM.

USOM/Korea has administered four donated book programs of Central Book Activities:

> The National Academies of Sciences Experimental Book Program, which through 1964 provided 3,000 volumes in the natural and social sciences to 32 institutions. This program, extremely successful--to a large extent because the participating institutions made their own selection of titles under the guidance of a local National Book Committee--has been twice continued by USOM funding, and is being expanded into other areas.
>
> Two sets of scholarly books published by U.S. university presses have been provided to Korean universities in an attempt to demonstrate the potential role of such a press.

An educational materials reference center, in the form of a depository library of secondary school textbooks and teachers' manuals, has been provided to the Ministry of Education.

Two sets of National Development Reference Libraries have been provided.

Book and instructional materials programs have been included in USOM/Korea's massive multi-year educational projects with Peabody College and the University of Minnesota: rehabilitation of libraries, strengthening of research in related fields, training of librarians, and so forth. In addition, many of USOM's operating divisions have created and administered book-related projects of their own. For example:

The Education Division organized curriculum, developed course manuals and workbooks, stocked and organized libraries, developed a basic library for linguistics, and provided instructional materials.

The Industry Division has provided English language books and periodicals to various organized research and reference centers.

The Agriculture Division has provided books and periodicals to the headquarters and to the field offices of the Korean Office of Rural Development.

The Communications Media Division provides demonstration and "seed" pamphlets and publications for Korean agencies, and develops audio-visual materials.

USIS/Korea, in addition to operating well-organized libraries in several cities, has provided assistance to local library organizations, has supported local industry through book producing activities and administration of the IMG program, and is active in several pertinent areas:

USIS donated 137,000 U.S. books to Korean libraries and individuals between 1960 and 1964.

In its Textbook Translation Program, USIS sponsors Korean publishers in the production of Korean language editions of U.S. university level textbooks, which are sold at low prices. Over 30 such textbooks have been translated and published to date.

USIS' English language teaching program is an adult education effort by voluntary teachers; it includes instructional classes for pupils, and workshops and seminars for teachers.

USIS also imports and produces locally "Ladder Books", low level English versions of works of American literature, which are sold at subsidized prices to high school students and college freshmen.

The Korean National Commission for UNESCO, the local agency which implements programs for UNESCO headquarters in Paris, administers the UNESCO Gift Coupon Program for books and instructional materials. In addition, it has distributed many thousands of gift books and periodicals for the re-equipment of university libraries destroyed by war, provides financial support for organized reference centers, publishes books covering UNESCO activities and other subjects, and helped finance the construction of the National Textbook Company printing plant.

FACTORS THAT INHIBIT THE NON-TEXTBOOK MARKET

The non-textbook Korean book market is rather limited. Much of the reading public consists of two large groups: (1) those of school age who purchase 75% of locally produced books to help prepare for exams, and (2) those over 35(many of whom were Japanese educated), who read imported Japanese and English language books.

Important factors which inhibit book usage in Korea include:

A. Lack of professionalism in the book industry. This is reflected in improperly organized sales networks, often inefficient sales techniques, lack of cooperation between book publishers and bookstores, and absence of effective advertising and promotion (see Chapter 6).

B. Relatively high price of books. The low per capita income of the Korean often makes it difficult for him to buy even the relatively low priced,locally produced books. An apparently excessive cost for book paper (see Chapter 7) seems partially responsible for this. The high cost of imported--especially U.S.--books seriously limits that market.

C. Limited number of public libraries and general need for shelf enrichment for libraries. In terms of the population-library ratio, the number of libraries is deplorable and the existing institutions are mostly in urban areas. Further, library book collections leave much to be desired. Both subjects are covered in Chapter 5.

D. High postal rates for books and instructional materials. Although Korea has through lower book rates given some recognition to the importance of instructional materials, book post for publishers and bookstores is still from two to five times that for equivalent shippers of periodicals: book post is 3 won per 100 grams, while publishers and individuals may ship an equivalent weight of periodicals for 0.6 won and 1.5 won, respectively.

E. Lack of adherence to an international copyright convention. Among arguments used against Korea's participation in such an agreement are the limited royalties which would accrue from distribution of Korean books abroad. Overlooked by those who make this point is the more affirmative attitude which would be engendered among Occidental publishers to make titles more easily available and on more desirable terms, were Korea to join with others in an international agreement. Lack of such action also deprives local authors and publishers of protection in foreign lands.

SUMMARY OF RECOMMENDATIONS

It has been our hope in preparing this report, that it will point the way to the development of a National book plan for Korea. The report follows some preliminary research in the book field--notably by The Asia Foundation, and by the recent study team which is determining the priority book requirements of Korean medical colleges--but it is the first to our knowledge that has tried to cover (albeit lightly) the range of developmental book activity in the country.

A brief survey such as ours cannot hope to more than identify a number of priority needs, problems and opportunities, and prescribe answers and solutions where possible. Of necessity, a number of our recommendations call for follow-up studies and surveys--either to probe in greater depth, or to develop suggested programs in greater detail. Our recommendations do, however, cover a wide variety of specific, practical actions of both long-term and short-term importance, that should be considered in setting the guidelines for a National plan to produce and use the books and instructional materials needed for the maximum development of Korea's human and economic resources.

We list below short summaries of the more important recommendations of the Book Activity Survey Team. Where desirable and possible, we have indicated orders of priority and suggested sponsors. The number in parentheses after each recommendation appears in the body of the report.

Perhaps our most important recommendation (and the exception to the gneral rule--for it appears only here, and nowhere else) is that the members of the special planning committee which so ably expedited and guided our efforts in Korea join with the members of the National Book Committee which supervises the workings of the successful AID/National Academies of Sciences book program to form a working committee that will develop, from this report and other efforts, the outlines of a National book plan for the country. This initial organizational step should be taken with all possible speed.

The following summary of recommendations developed later on in the report is useful--in that it indicates relative priorities--and is convenient. It is also misleading, for it requires a compression of concept that may generalize the recommendation and obscure its points of emphasis and qualification, and it takes the recommendation out of the context of practice and need within which it has been carefully developed.

We suggest that the reader use this summary primarily (a) to gain an overall view of the tenor of our recommendations, and (b) as a reference directory for locating specific recommendations in the text where they are elaborated in full detail.

Recommendations for Books in the Educational Process

The physical upgrading of elementary school textbooks to permit use for two or more years rather than one year, as at present, is a first priority requirement in the textbook area. This should be accomplished, without undue delay, through a twofold program that will establish a loan/rental program for book reuse, concurrent with an improvement in paper and cover stock. Such a program will provide better, more efficiently produced, and less expensive books (22).

> To further lower costs, the offset presses of the National Textbook Company might be operated on three shifts, and fewer four-color illustrations might be used (22).

In a parallel plan for content upgrading of Common School textbooks--TCR/CBA, the Far East Regional Development Division and USOM should develop a planned, phased series of seminars and workshops to demonstrate the potential multidimensional role of textbooks through a three level approach: "opinion forming" seminars in Korea for top level officials, educators and book industry representatives; "operating level" seminars and workshops in the U.S. for book related specialists; and "exchange of information" meetings with counterparts in East Asia (28).

TCR/CBA should extend the Textbook Depository Library project to include sets of elementary level books and additional sets of secondary level books to four identified agencies (106); and should establish university textbook rental/purchase projects to provide needed U.S. textbooks in medicine, engineering and agriculture (36).

> The caliber of Korean language university textbooks should be improved through a program to develop educator-authors (34).

Recommendations for Libraries and Organized Reference Centers

From among the 26 library recommendations that appear on pages 72 to 78 of Chapter 5, we highlight the following:

In regard to book collections: priority attention should be devoted to enhancing library collections of purchased and donated English language books. Wherever possible purchased book programs of U.S. agencies and foundations should require rigorous local selection of titles (73); and because limitations of funds and program objectives have kept the value of donated book programs far below potential, TCR/CBA should contract with The Asia Foundation, first to determine requirements for such books in Korea, and then to procure the books in the U.S. (73).

Perhaps the key to the strengthening of the Korean library structure is the need for two major reorganizations:

> The Ministry of Education should bring together into a single, strong, separate branch its currently dispersed library interests. The new branch should be responsible for developing a coordinated approach on school library development, and for harnessing modern technology for the improvement of teaching (77). It also should develop a strong public library system to bring books in quantity to the villages and cities (78).
>
> The Central National Library and the National Assembly Library should be combined, and the single resulting agency greatly strengthened to provide the one great comprehensive research collection that Korea needs (77).
>
> > The resulting unified National Library should develop a union catalog and union list, recording the book and serial holdings of all Korean libraries; and should establish a centralized cataloging and printed card service, and a microfilming service (74).

Cooperation among libraries is an important requisite to future development. High level planning should be encouraged to bring as many as possible of Seoul's special libraries and documentation services into close geographic and administrative proximity (73); strong libraries should establish work-study programs for neophyte librarians (74); and library demonstration programs should be established to serve as regional stimuli (74).

> In addition, access by scholars to all Korean library materials should be improved (74); centralized regional acquisition and cataloging services for school and public libraries should be explored (74); a jointly owned warehouse for the selective retirement and deposit by university libraries of their least used books should be established (75); and the Korean Library Association should become the broadened focus for all professional library activity--with U.S. agency support (75).

Library education should be pursued in diverse ways, including training of scholar-librarians to fill library directorships (75); scholarships from USOM for experienced academic librarians as well as for promising library students; continuing in-service education programs; and the bringing to Korea of consultants to conduct field training programs, and to aid Korean architects in new library building designs (76).

Recommendations Concerning Books for Agriculture, Learning Enrichment and Improvement of Reading Skills

As a first priority step in the solution of agricultural book problems, USOM should bring over a short-term, instructional materials-oriented, agricultural specialist (or specialists) to follow up our tentative recommendations with a sufficiently thorough study of ORD and agricultural school requirements to develop specific book projects that can be submitted for coverage under AID's expanded "food" program (44); he also would determine the need for and the operating mechanism of a service to translate required agricultural books and periodicals (51).

> Although major portions of the required materials must be in Korean, much can be in English. As a tentative estimate, subject to delineation by the follow-up specialist(s), it appears that ten sets of 300-500 intermediate level agricultural book titles might be required from USOM and/or TCR/CBA (45).
>
> In addition, agricultural periodicals, farm journals and U.S. Department of Agriculture leaflets are urgently needed by ORD field offices, and USOM should sponsor subscriptions to such material immediately (45).

To help remedy the great lack of high-level technical books and textbooks in Korea (and throughout East Asia), the Far East Regional Development Division should sponsor a project to produce and publish commercially a core collection of low cost English language editions of these books. Printed centrally in Asia, and multi-country marketed in quantities and with a subsidy, they might be priced at the equivalent of $1.00 to $1.50 (48).

Massive adult literacy drives have achieved great success, but neo-literacy remains a grave problem and Korea has many citizens with sixth year and below reading skills who lack pertinent easy-to-read books that are mature in content. USOM should bring to Korea a specialist in the field to develop a project to cope with the problem; the project might include a follow-up visit to the U.S. by a team of Korean educators to select the material, and its subsequent adaptation and translation in Korea with USOM assistance (46).

Recommendations for the Korean Book Industry

A first priority project in this area should be a thorough USOM/Asia Foundation-sponsored analysis of Korean book publishers' distribution and promotion practices by an experienced U.S. book expert, who would recommend steps to eliminate serious current problems, develop modern systems and techniques, and conduct workshops to help the industry implement his findings (92).

The pricing policies of local paper mills should be investigated to determine savings that may be effected and passed along to school book purchasers; and the tariff on imported book paper should be reduced or eliminated (101).

Publisher mergers should be encouraged through tax incentives and other advantages to spark the emergence of strong, competent, well-rounded publishing houses (80); publishers should meet jointly with booksellers, and with the Ministry of Education (93), to seek rational solutions to mutual problems and to improve school books; and UNESCO might help Korea establish a book trust which will promote the reading habit and bring together in common effort all concerned sectors (93).

A promotional export campaign should be mounted to attract still more foreign customers for Korea's printing industry and services (85).

Korea should adhere to the Universal Copyright Convention and to a modern version of the Berne Convention Agreement on translations (10); it should adopt UNESCO standards for book statistics (115), and should subsidize further postal rates for books (10).

CHAPTER 2

BOOKS IN THE COMMON SCHOOLS

In Korea, perhaps more than in any other developing country, the overwhelming proportion of books is published for the educational market. This is so, not because Koreans read fewer non-school books than other peoples, but because the country produces such a great quantity of textbooks each year. This chapter is concerned almost exclusively with Korea's textbooks--its primary medium for classroom instruction in the Common (elementary and secondary) Schools.*

Supplementary school books (known as "Approved" books in Korea, since they can be used only after formal approval of the Ministry of Education) may be employed in support of textbooks where the latter are deemed insufficient. In practice, the "Approved" books are of little importance. The state of Government finances forces the Ministry to husband its resources by concentrating on first priorities--textbooks. In addition, as we have just noted, the schools are oriented toward textbook memorization to ensure that the examinations will be passed.

It has long been a primary objective of the Ministry of Education that Korean language textbooks be available at all levels. They are. During the Japanese occupation, when Japanese was the official language, current books in Korean were almost non-existent. Korean textbooks have been used only since Liberation. When the elementary and secondary school curriculum was first officially promulgated in 1955, it called for a radical revision of all textbooks to emphasize "life experience", and millions of new elementary school textbooks began to be produced by a modern printing plant built with the aid of UNKRA and UNESCO. Beginning in 1960 the curriculum has been progressively revised. Textbooks, the printed reflections of the curriculum, have been modified accordingly.

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* See Appendix F for a discussion of the present and future roles of audio-visuals in the elementary and secondary schools.

"National" and "Authorized" Textbooks

In addition to the "Approved" books, two other categories of books are used in the educational system--both as textbooks for classroom adoption.

All elementary school textbooks are "National" textbooks. At the secondary level there are few--only Korean language, civics, and certain vocational texts. "National" textbooks are developed in committee by the Textbook Compilation Bureau of the Ministry of Education, which holds the copyright. They are produced by the semi-Governmental National Textbook Company (see below), usually in its own printing plant.

"Authorized" textbooks are designed for the middle and high schools. They are written by individual authors for private publishers on the basis of the uniform syllabi prescribed by the Ministry.

The prices of both are set by the Ministry.

There is no doubt that Korean children do have textbooks. Textbook production for the last semester of 1965 and the first semester of 1966 was 60,185,286 copies:

	Titles	No. of Copies
National Textbooks (Elementary School)	82	50,192,270
National Textbooks (Secondary School)	108	2,451,523
Authorized Textbooks and Approved Books (Secondary School)	516	7,541,493

These figures dramatize the vital importance of the school book market to the Korean publishing industry. When the 9,999,000 school reference books (see Chapter 1) are added to the above total, it is evident that at least 70,184,000 of the 73,610,000 books published in the country--95% of all those produced--are destined specifically for students.

Chapter 2 covers important sectors of this most important book market. It discusses in turn elementary school textbooks, secondary school textbooks (both controlled by the Ministry), university level textbooks (the uneven output of an undisciplined process in which institutions have free choice in their selection of books), the use of foreign textbooks in higher education, and finally books in the civic schools.

ELEMENTARY SCHOOL TEXTBOOKS

Korean elementary school textbooks are the product of a completely centralized Government operation. All elementary schools use the same textbooks, which the Ministry of Education prepares, and which it publishes and distributes through its chosen instrument.

A Proliferation of Books

Table 1, following, indicates that elementary school students use 82 textbooks during their six-year course of studies--almost 13 per year--and that in five of their courses they use two books per year, one for each semester. Two reasons are given for the single semester book: (1) that it is pedagogically stimulating for students to receive a new book twice a year, and (2) that most books are too fragile to last an entire school year. The fragility of the books is discussed later in this section.

Table 1. ELEMENTARY SCHOOL TEXTBOOK PRODUCTION, BY SUBJECT AND GRADE, 1965

Subject	Grades in	Number	Total	Number of
Subject	Which Used	Per Yr.	Titles	Copies
Korean Language	1 thru 6	2	12	7,575,000
Arithmetic	1 thru 6	2	12	7,502,000
Social Studies	1 thru 6	2	12	7,382,000
Nature Studies	1 thru 6	2	12	7,353,000
Civics	1 thru 6	2	12	6,840,000
Music	1 thru 6	1	6	3,185,000
Drawing	1 thru 6	1	6	2,742,000
Health	4 thru 6	1	3	910,000
Calligraphy*	4 thru 6	1	3	870,000
Vocational Studies	4 thru 6	1	3	1,240,000
Atlas	4 thru 6	3 years	1	790,000
			82	46,389,000

* Chinese Ideographs

Source: Ministry of Education

The table shows, furthermore, that an average of 9½ new books were produced for each of the 4,941,345 elementary school children that year. The 9½ books-per student-per year figure is typical of similar averages for recent years, for in Korea elementary school textbooks are usually used only for a single year, then discarded. Except for the fact that approximately 20% of the books are used for a second year by indigent students, the average would be 12 books per student per year.

The "National" elementary school textbooks are of poor physical quality. Except for the atlas and some of the books used for an entire school year, which are printed on offset, they are printed on newsprint and have a flimsy binding. They are, however, extensively illustrated. Some are printed with black and white illustrations only, but many books are illustrated with four-color drawings, which increase production and printing costs.

The books are sold at a low subsidized price. During the last five years they have averaged between 12.2 won and 13.2 won (about 5¢) per copy, except for 1965 when the average price rose to 17.8 won (7¢). For each of the first three years of elementary school, total books may cost a student an average of 170 won (63¢), while books for each of the final three years may total 270 won ($1.00). Textbook expense is low, compared to the cost of student reference books, private reading rooms, tutoring and other costs of education, discussed toward the end of Chapter 2.

Because of the stipulation of Article 16 of the Constitution that compulsory elementary school education shall be free of cost, the Ministry of Education proposed on June 14, 1966 that beginning with the following school year, first three graders receive free textbooks, and 10% of students in the fourth to sixth grades continue to receive free copies. The announcement indicated that the change would increase the Ministry's budget by 393,000,000 won ($1,456,000).

New elementary school textbooks are developed after changes are made in the grade subject curriculum. This has been a grade-by-grade process, with the sixth year curriculum revisions scheduled for completion by the end of 1966. A meeting of the Compilation Committee is first called by the subject editor (an employee of the Textbook Compilation Bureau), to determine the approach to be used, and the general way in which the book will be written. The subject editor is responsible for selecting the textbook authors--usually from among past authors, university professors, and members of the Bureau itself. Although the remuneration is nominal for outsiders (and non-existent for Bureau members), and the authors are not identified in the final product, the general level of the textbooks is considered to be good. The writing and editing take about six months.

Before the beginning of each school semester, textbook orders from the schools are received and consolidated by 260 individual suppliers. The suppliers in turn submit the orders to the branch offices of the National Textbook Company (NTC), which make further consolidations as they pass the orders to the main office. The books are produced through the NTC (see discussion below), and shipped to the suppliers--paying them 10% of the amount collected from the sale of the textbooks as handling charges for further distribution to the schools. Freight charges for delivery from the head office to the suppliers are borne by the head office. Textbook supply is made semi-annually, at the beginning of each semester, in a great rush. The schools collect the textbook money from the students when school opens and/or when the books arrive.

Unlike the situation in other countries visited by the Book Survey Team, the teachers in Korea's elementary schools are provided at nominal cost with printed guides to help them use the student editions of the textbooks with appropriate efficiency and uniformity. These functional teachers' manuals are large, comprehensive volumes, published by the Ministry of Education for each semester of each grade. Each contains an hour-by-hour breakdown during the week, by individual subjects. Textbook page references are cited. The "Teachers' Guide, Fourth Grade, First Semester", for example, is 720 pages long, and contains separate sections for each of the nine subjects taught, plus one on extra-curricular activities. The various sections of these guides are written by the Textbook Compilation Bureau subject editors. Production of the manuals is handled by the NTC.

The National Textbook Company

The National Textbook Company (NTC) is a State-run enterprise (51% Government-owned, 49% private stockholders), with an assigned mission of supplying, on a monopoly basis, elementary school textbooks at a low price. The NTC was established in 1952 by State Council. Its main printing plant, constructed several years afterward with UNKRA and UNESCO help, has five letterpress and five offset presses. It has some surplus capacity in letterpress printing, but its offset printing facilities lag behind demand, and it must thus use outside offset printers for a portion of its production--at an added cost of 35%, according to NTC officials.

Elementary school usage of textbooks has increased about 10% year after year. In order to produce and supply textbooks on time, about 40% of total offset printing needs are ordered by NTC from private printers. The company has printed 1/3 of a billion textbooks during the past fourteen years. In 1965, it printed 37,987,000--double its 1960 total and more than four times its 1954 total. An additional 17,000,000 volumes were printed for it in 1965, under sub-contract by private printers.

The National Textbook Company is in financial difficulty. A recent study of its operation by the Korean Productivity Center states that it lost 90,000,000 won in 1965, and a 120,000,000 won loss is foreseen for 1966. This is attributed to (1) unwillingness of the Ministry of Education to permit a rise in the selling price of textbooks, and (2) some operating inefficiencies. Books are maintained at their 1964 selling price, in spite of the fact that raw materials (mainly paper) have risen 30% to 40% since then. For example, newsprint, of which the NTC uses about 4,000 tons per annum, has risen from 37,000 won per metric ton in 1964 to 52,000 won per metric ton in 1966. The price of raw materials constituted about 55% of the NTC's total production cost in 1965; 92.5% of this amount was paper, which thus accounts for about ½ the textbook production cost. (See Chapter 7 for further discussion of book paper.)

Although the Ministry has not authorized a price rise, it had, up to the time of our survey, not been able to provide a subsidy to make up for the continuing operating loss of the NTC. The company, therefore, has had to resort to borrowing money. It reports that it has borrowed 190,000,000 won in one-year loans--100,000,000 won from the Medium Industry Bank at 16% per annum, and 90,000,000 won from a commercial bank at 26% per annum--averaging over 20% interest on the money it borrows!

The Korean Productivity Center's report noted that "borrowing money now is a makeshift measure to save the Company from its financial difficulties...but this will be only temporary, for loans will only increase the amount of interest burden (by about 50,000,000 won annually)". It recommended that in lieu of a continuing subsidy the NTC be permitted to raise textbook prices; and that the firm be purchased by the Government to relieve the unprotected private investors who have had no opportunity to earn profits beyond a fixed annual dividend.

On June 14, 1966 (the same day it announced free textbooks for the first three grades), the Ministry of Education announced that it planned to set aside 197,000,000 won ($730,000) in the following year's budget to purchase the NTC. It also reported a plan to augment Government investment in the "textbook industry" by 235,000,000 won. Presumably, this last amount would cover the cost of additional offset machines for the NTC.

The Book Survey Team agrees that more, and preferably all, elementary textbook printing should be done in the NTC plant, and that all avenues for doing so (including a balanced expansion of its facilities) should be explored. We recommend (1) operating the plant--especially the offset presses--on three shifts, instead of the present two; this would keep printing and binding equipment operating at maximum capacity and reduce, and perhaps eliminate, the cost of overtime labor. And (2) producing more books with two-color art work, instead of four-color -- thus reducing printing time and costs.

We also suggest that for the long-range planning to satisfy Korea's elementary textbook needs, the Ministry may find it more efficient eventually to turn elementary textbook publishing over to the private sector, as it has so successfully been done for secondary school textbooks. This, naturally, would be a gradual changeover.

A Plan to Upgrade Elementary School Textbooks

This leads us to our chief recommendation in the area of elementary school textbooks--that the books be physically upgraded and used for at least two years.

Our analysis indicates that the free provision of textbooks will increase the workload of the already overburdened

National Textbook Company by close to 30% to cover increased school enrollments, plus replacement of secondhand textbooks now being used. The announced cost of the NTC acquisition and the free textbook provision is approximately 600,000,000 won--which to us appears low.

We are aware of the existent strains on Korea's National Budget, and are aware that the projected additional Ministry of Education funds will be difficult to procure. We have thus studied the elementary textbook situation closely to see where we can be of immediate practical help.

We review various findings:

(1) In 1965, 46,389,000 elementary textbooks went to almost 5,000,000 elementary level students--an average of 9½ to each for the year. Previous year averages approximate the same figure. The large number results from the fact that the books are generally used only for a single year or for a single semester. (It is interesting to note that no secondary textbook is limited to single-semester use, although the elementary and secondary textbooks are similar physically.)

(2) Reflecting the transitory nature of their use, the elementary textbooks are of generally poor physical quality; they use low-cost newsprint and flimsy binding. Their average cost 14 won--inexpensive even in terms of Korean purchasing power. Because the books are considered expendable, they are often badly cared for and are sometimes defaced.

(3) This lack of respect for school books ("learning in print") is ironic in Korea where (a) the reverence for education and books is by far the highest of any country visited by the Book Survey Team, (b) where 12% of total family revenue and 17% of the National Budget are spent for education, and (c) where personal possessions are scrupulously cared for, and little is heedlessly thrown away.

(4) The experience of other developing countries indicates that the official Korean one-year usage pattern is atypical. In the average Asian country, where paperback elementary textbooks are also the rule, books last an average of

three years. To our knowledge, the only other east Asian country adhering to the single-year textbook practice is Japan; and Korea's still-evident educational reflection of that country suggests that Korea's practice is no mere coincidence.

(5) In spite of the official Korean pattern, we discovered that at least 20% of elementary school textbooks are used for a second year, and that at least 30% of the physically similar secondary level textbooks are secondhand (some schools reuse textbooks for up to five years; the average uses them for three).

In view of the above, we recommend that Korean schools use elementary textbooks for at least two years; that if textbooks for the first three grades are given free, they be lent to students and be returned for re-issue; and that the higher grade elementary textbooks be rented to students. Neither Korea nor any other developing country can afford not to take advantage of the multi-use savings that will accrue in printing and publishing costs.

Further, to assist the Ministry to implement this recommendation in the face of the expected resistance from traditionalists, we suggest that the loan/rental scheme be developed so that there is an upgrading in textbook quality concurrent with a decrease in per-student cost. By printing the books on 63 g/sqM or 74 g/sqM "wood free" offset paper instead of the presently used flimsy newsprint, and by adding a "plasticized" coating to strengthen the book cover, total cost per book will rise almost exactly 50%. Based on two-year use, however, the cost per book, per student, will at the same time decrease about 20%. Only paper costs will rise for the new books; printing cost will remain steady or will decrease slightly, and overhead will remain unchanged.

The doubling of book use will, in effect, double the capacity of the National Textbook Company, permitting it to print a much higher proportion of "National textbooks" at consequent savings over the costly present ouside subcontracting procedure. It will also result in more effective illustrations and color use.

With reasonable care, the Ministry can expect the new books to last two years, and perhaps more. Paperback elementary school textbooks of the same "wood free" paper and "plasticized" coating have been produced in Korea for three-four year usage in Vietnam.

The Ministry will, of course, approach the upgraded, multi-year book usage program carefully. A distribution system must be established to handle the book loans and rentals, and their return and storage; this can be done easily through visits to east Asian countries that rent and lend books. Elementary students must be motivated to care for their textbooks so that another can use them; this should not be difficult in view of the all-pervading respect for education. And Sixth Grade books, important in preparation for the middle school entrance examination, may have to be treated as special problems.

But the advantages of the new plan so clearly outweigh possible disadvantages, that the Ministry will want to accord a top priority to its speedy consideration and adoption.

BOOKS FOR SECONDARY SCHOOL

Authorized and Approved books, published by Korea's private book industry, dominate the middle and high school markets; they account for 75% to 80% of the total books used at the secondary level. The remaining books--which cover the Korean language and civics textbooks and trade and vocational books which private industry does not find economically feasible to produce--are Ministry-published National textbooks.

Table 2. PRODUCTION OF SECONDARY LEVEL BOOKS, 1965 & 1966

Authorized & Approved Books	1965	1966
Korean Language	433,701	1,524,246
Social Studies	1,113,050	1,211,677
Mathematics	393,967	855,643
Science Studies	618,480	921,569
Physical Education	208,541	557,804
Music	320,268	743,817
Fine Arts	230,796	764,525
Vocational	155,669	334,946
Foreign Language	608,704	982,979
Pedagogical Books	499	280
Total	4,083,675	7,897,486
National Textbooks	1,150,911	1,917,522
Grand Total	5,234,586	9,815,008

Source: Ministry of Education

Table 2 reveals that 5,234,586 secondary school books were produced in 1965--approximately 5½ new books for each of the 1,177,872 secondary school students that year. Our investigation in various middle and high schools indicates that about 30% of the books used at those levels have been secondhand. It will be noted that the 1966 new book total skyrocketed to 9,815,000--a rise of almost 88%. This is in part due to the just-completed revision of the entire middle school curriculum, which rendered obsolete existing middle school textbooks, preventing their secondhand use. As a result, about 8 new textbooks per student were produced in 1966. Like elementary school textbooks, these (it will be noted) are normally used only for a single year, then discarded.

Secondary school books are also inexpensive (albeit more costly than elementary school books), flimsy and paper covered. For middle and high school alike, individual titles of Authorized and Approved books sell for 30 _won_ to 140 _won_, with the average price close to 100 _won_ (37¢).* Atlases and maps are more costly. In all, the average student pays about 1,100 _won_ ($4,07) per year for new books--a sum much higher than he pays for elementary books, but again modest in comparison to the cost of tutoring, student reference books, reading rooms, etc. The National secondary school textbooks cost an average of 60 _won_ each.

For the first year after the revision of the middle school curriculum, publication by the private sector was limited to seven different books per subject. However, in June 1966, the Ministry of Education rescinded this limit, and announced that it would revert to its normal practice of authorizing and approving all secondary books that met its standards. That the Ministry's standards are not unduly rigorous is shown by the fact that 516 different books were on the 1965 Authorized and Approved List.

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* The selling prices of the privately published Authorized and Approved books are set by the Ministry of Education, which follows unit price recommendations of outside specialist organizations, such as the Korean Productivity Center and the Business Administration Research Institute of Korea University. Direct costs (material and labor) are calculated on the basis of market price; to this is added 100% to cover overhead, distribution and royalties. The Ministry and the private publishers seem to have no serious problem reconciling differences of opinion over cost elements.

When curriculum is changed, private publishers are invited to submit manuscripts for adoption. The screening process begins with the submission of the manuscript (usually mimeographed) with original art for initial selection. When an affirmative decision is made, the private publisher is asked to submit final copy in printed form, but unbound. After formal approval, a run of 2,000 copies is printed, bound and submitted.

The sale and distribution of Authorized and Approved textbooks proceed through private commercial channels. Korean publishers have developed some interesting--and in the case of the new middle school books, highly sophisticated--methods of distribution. These are discussed in the section on book distribution in Chapter 6, "The Private Book Industry".

Teachers' guides are prepared and published by the publishers of Authorized and Approved books. Their creation and production costs are included in the price of the student editions. The teachers' guides are distributed free of charge to schools which purchase the student editions, at the rate of one guide per 50-60 textbooks. Checks in various schools revealed this is done.

We noted above that the Ministry publishes National textbooks for certain trade and vocational subjects which are not covered by the private sector. To date, it has produced about 50 titles on surveying, minerology, farm shop work, textile dyeing, and other similar subjects. The books are usually published in quantities of 10,000 to 15,000. The Ministry also publishes workshop manuals for vocational and technical high schools; two-thirds of the departments in such schools are covered by workshop manuals (printed on longer lasting "wood free" paper) on electricity, carpentry, architecture, surveying and electronics, etc. These are printed in runs up to 1,000 copies. The National textbooks sell for 70 _won_ to 100 _won_; the workshop manuals for about 150 _won_. USOM/Korea has been active in this effort.

THE NEED TO DEVELOP MULTI-DIMENSIONAL TEXTBOOKS

The emphasis on examinations in the Common Schools is reflected in the myriad student reference books, the private academies and reading rooms, the widespread tutoring of students, the pamphlets which list test questions, and the minimal use of supplementary books and materials.

Korea's textbooks also reflect the exam-oriented, rote-learning educational system.

Korean officials, educators and book industry representatives have never been afforded the opportunity of learning the multi-dimensional role that textbooks can play in the educational process.

In all countries, books are a key educational tool; and educational systems most easily reach their highest level of quality and efficiency when they make use of properly developed books and other instructional materials on a large scale.

Simply by going to school, merely by memorizing textbooks, students do not necessarily gain an education. A true education is one that teaches its students the art of inquiry, the techniques of library research, and encourages them to use habitually the tools of knowledge--books--so that when students leave school, their education can continue throughout their lives, through wide reading and book use.

Too many of the current Korean textbooks have a single-dimensional educational purpose: to list the facts and concepts the pupil must memorize to pass his examination. Not enough textbooks are written to solve educational problems as well: teacher training, cultural differences, and individual differences.

We recommend that the multi-dimensional role of textbooks be demonstrated to Korean government officials and educators at the policy making level, and to representatives of the book industry, and their USOM counterparts. This should be accomplished through a planned, phased series of seminars and workshops that run the spectrum from general opinion-forming to specific help in finite areas. We foresee a three-level approach:

(a) Seminars in Korea, at the top level, for the Minister of Education and the directors of the various bureaus of the Ministry, for other Government officials, for the rectors of universities, and for key officials of the book publishing associations.

(b) Seminars and workshops in the U.S., for operating level specialists: officials of the Korean Library Association, the Textbook Compilation Bureau, key individual publishers and printers, representatives of the National Textbook Company, etc.

(c) Meetings at the projected Regional Book Program Coordination Center, where book specialists from various East Asian countries can exchange information and learn new methods and techniques.

It is anticipated that the seminars and workshops would open to key Koreans the new world of expanded educational book use, and encourage and inspire them to modernize traditional textbook and supplementary book usage. Logical sponsors for various phases of the project would be TCR/CBA, the Far East Regional Development Division of AID/W, and USOM/Korea.

ELEMENTARY AND SECONDARY SCHOOL LIBRARIES

Among the many wide-ranging provisions of Korea's Library Law 1424 is the following: "Reading rooms or libraries shall have to be established at primary, middle and high schools ...." The Ministry of Education, teachers, administrators, and school boards have for three years been engaged in well-nigh frenetic efforts to comply with this new law, but compliance has not been easy. Education needs on the elementary and secondary levels are enormous, and the library requirement finds itself in rigorous competition for attention with the need for more classrooms, more teachers, and other basic education facilities and resources. With average class size over 60 and ranging to 90, and with schools working in two, three and even more shifts, any such new Government imposition as the requirement to furnish a library may meet on occasion with willingness but not the means to comply.

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* See the opening pages of Chapter 5 for a full discussion of this key 1963 law.

As in most other countries, school libraries in Korea are a comparatively recent phenomenon. Only 20% of the 7,034 elementary and secondary schools have libraries, and only a portion of these afford student space, for many serve only as supplementary book deposit stations.

There are few, if any, other school libraries, such as the 15,000-volume collection at Seoul's Kyonggi Boys High School, which has for almost a decade offered open stacks, home circulation of books, 64 hours per week of service, plus professionally trained staff. The library at Kyonggi would be considered a good one for its purpose anywhere on earth, and in Korea it is truly outstanding. It is encouraging and indicative therefore to note that there are vigorous attempts elsewhere in the country to furnish similar, high level library service to students in the schools. The level of school library development, for example, in parts of Kyongsang Namdo is impressive. There a sound program of school library enhancement has been drafted and a series of demonstration libraries developed which manifest thorough understanding of modern practice. Stacks in most cases are open, home circulation of books is encouraged, even much of the library furniture has been built to sound, locally generated specifications.

The progressive provincial school library plan devised in Kyongsang Namdo in 1963 calls for two volumes per pupil in elementary schools and four volumes per middle school student--a total of 1,717,292--to be attained by the end of 1966. Although this goal may not be wholly met, considerable progress toward it has been accomplished. There were only 391,586 volumes in the schools of the Province when the program began, and by May 31, 1966, the number had been increased to 1,031,730 and was moving ahead rapidly. Projects of many kinds were being used to support library development beyond what could be accomplished through Government subvention. Waste paper is collected and sold by students; students also go out following the rice and barley harvests and glean for sale the remnants of grain, the revenue so derived being spent for books in the library.

As a result of its dynamic, creative leadership, Kyongsang Namdo is farther advanced in its library planning and development than are Korea's other ten provinces. It could boast, as of March 31, 1966, of having libraries in 80.2% of its 1,161 schools and owning 1.58 volumes for each of its 709,361 students. Its nearest competition for number of libraries is Chon Nam, which has them in 69% of its schools but in a ratio of only 0.71 books per student--or Seoul City which has 0.9 volumes per student but with libraries in only 22% of its schools.

The near breathtaking impact of the Library Law of 1963 upon Korea's overall school library scene may be clearly viewed in the statistics since that time:

Table 3.

GROWTH OF ELEMENTARY AND SECONDARY SCHOOL LIBRARIES, 1962-1965

	No. Libraries	Staff Size	No. Seats	Vols. Held
1962	149	335	18,065	403,528
1963	259	739	23,779	583,929
1964	950	1,127	55,919	1,349,343
1965	1,422	1,424	94,146	1,944,737

Source: Korean Library Association

1966 will again see sizeable additions to these figures. The Province of Kyongsang Namdo alone aspires to have 996 libraries, 2,692 teacher librarians, and 1,717,292 volumes by year's end, and progress is remarkable in other geographical areas as well. Incipient collections, facilities, and services may be seen--at least on a demonstration level--in Seoul, Inchon, Taegu, and elsewhere.

The important meaning to be found in the experience of Kyongsang Namdo, which is not a wealthy province, is that school libraries are within the reach of the education system. There is recognition of their need; there is knowledge of how to develop them; there is ability with difficulty to fund them; and there is official support of their establishment. What is required is acute vision, sound planning, effective leadership, and great effort. The fact that one province can provide these ingredients in sufficient measure should indicate that others will be able to do so as well.

CHAPTER 3

BOOKS IN HIGHER EDUCATION

UNIVERSITY LEVEL TEXTBOOKS

Fragmentation of the Market

It is at least a decade since Korea passed beyond the primitive stage of university level publishing characterized by reliance upon professors' mimeographed lecture notes as the sole means of recording course content.

Today's Korean university and college publishing is instead characterized by an anarchy and chaos that sees hundreds of limited edition printed textbooks pouring onto the market each year. Most are the works of individual professors. All who can write (and many who can't) seem impelled to publish their course material, not for the money, but rather for prestige--the recognition of peers and the respect of students.

Because colleges and universities choose their textbooks freely, and are not subject to Ministry of Education control, statistics on the nature and scope of the market are difficult to obtain. In view of the multiplicity of books and the limited editions, even these statistics lack the required degree of completeness and reliability.

Table 4. UNIVERSITY AND COLLEGE TEXTBOOKS PUBLISHED IN 1966 (number of titles)

Social Sciences	134
Natural Sciences	72
Language/Literature	37
Philosophy/Religion	26
History/Geography	16
Arts	13
Total	298

Source: Ministry of Education

For example, the figure of 298 such textbooks published in 1966, shown in Table 4, is probably underestimated. It is based on information provided by the Korean Book Publishers' Association, which tends to be haphazardly compiled.

In general, university level textbooks are individually authored; they cover courses with sufficiently large student enrollments to provide a viable market for a single-university (or single-course) book. There are few, if any, "authoritative" single-author higher level textbooks with widespread, multi-institution distribution. The average book is a "do-it-yourself" affair, written by a teacher for his own course and his own students, and published in 500 to 1,500 copies. It is not uncommon to find different colleges within the same university using different textbooks for the same course--each the product of a different teacher. The institutions appear to avoid qualitative judgments on the worth of individual works, and leave textbook selection up to department heads, or to teachers themselves.

A number of jointly-written university level textbooks are used in more than one institution, but these are usually works that have been forced upon the professor/author by publishers, who refuse to publish 300-copy editions of individual authors. Where the market for a specialized book appears too small, the publisher will induce several universities to have teachers of the same course combine to produce a book that will be used by all. However, in the current absence of publisher editorial competence, these books are edited by the mutually selected chairman of the professorial writing committee, who usually exercises extreme tact and caution, and whose "editing" and integration of colleagues' contributions is minimal. The resulting books are sometimes less than adequate.

Pedagogical textbooks, for the most part joint works of faculty members of the various junior colleges of education, are generally considered to be the closest in Korea to universally used, authoritative works. The books are reported to be well written and well edited. In a manner similar to the development process for elementary school textbooks, the Ministry of Education has organized (on an informal basis) pedagogical textbook compilation committees. Government initiative has been necessary because of the restricted size of the pedagogical market and the need that such books be properly written. In the pedagogical field, at least, the normal chaos of university level publishing has been eliminated.

University level textbooks are usually priced at 100 won per 100 pages. A professor/author with book sales of 1,000 and a royalty percentage of 10% thus receives 30,000 won ($111) for a 300-page work. Since it usually takes three to five years to sell that number of copies, it is evident that the authors' primary consideration cannot be financial. The only big moneymaking books at the university level are found among the general books in the social sciences for college freshmen--because of the comparatively large size of the market at that level.

There are no statistics which cover the ratio of new versus secondhand books used in higher education. Professor/authors and publishers mournfully agree, however, that about 40% to 50% of the books are in the latter category.

Publishers also find the university level textbook field unhealthy. There is great turnover among them. Two of the major publishers specializing in these books--relatively large firms with catalog listings of 380 and 200 titles respectively--independently reported to Book Survey Team members that they were considering withdrawal from the university level textbook field. (Chapter 6 discusses the chronic instability of Korea's private publishing industry.)

The undisciplined manner in which university level textbooks are written by professors of varying degrees of writing ability unavoidably results in the production of much that is second rate. Under such conditions, textbooks cannot fulfill their rightful function and the students suffer. We recommend that the Bureau of Higher Education investigate the situation and, possibly with the assistance of a panel of prominent educators, develop a plan for improvement.

We further suggest that subsidy assistance be provided to selected potential educator/authors for needed books to enable them to write their manuscripts in a sustained and effective manner, rather than in spare time and sporadically. Such help, in the form of writing grants, short-term contracts for authors' technical services, or advance guaranty of purchase of copies to be produced by commercial publishers, might be provided by the Ministry of Education, a private foundation and/or via bilateral assistance.

A University Press of Korea

There has been discussion from time to time of the need for presses at Korean universities. Some of this discussion has resulted from the different meanings that have been placed upon the term "university press". Most Korean universities have done some kind of publishing, including student newspapers at some institutions, scholarly periodicals at others, and learned monographs primarily for exchange distribution at still others. At Yonsei, for example, the University press chiefly produces text materials which can be used in classes. The new active, independent press established by Seoul National University is just beginning an experimental project in scholarly publishing and plans to issue five titles of about 2,000 copies each; however, its distribution plans are still unclear.

The problem of scholarly publishing revolves around cost. No Korean university has been able to operate a full-fledged scholarly book publishing program. Hence, plans for cooperation among universities in a publication venture of this sort appears worth encouraging.

The Survey Team concurs in the belief that there is need for a publishing entity that would limit its lists to research monographs by Korean scholars, but it further feels that for the foreseeable future one such press will be adequate for the country's needs. It therefore recommends the establishment of a University Press of Korea, which would publish for all universities and would carry as its imprint, "Published for Kyongpuk National University by the University Press of Korea", "Published for Sook Myung University by...", etc. The University Press of Korea could either be located on a university campus or remote from such a campus. It would concentrate its efforts into the publishing areas of manuscript selection, editing, book design and distribution; it need not operate its own printing plant.

Foreign Textbooks in Higher Education

English is by far the most important first foreign language in Korean education; it is required of all students after sixth grade. German is the most popular second foreign language, with about two-thirds of the students selecting it.

A recent survey by the Central Educational Research Institute showed that Korea's college students used an average of about 2½ English language textbooks per year in the applied natural and social sciences, and that junior college students used almost 2. The study's conclusion is that "English books are desperately required as textbooks". The overwhelming problem in the acquisition of such textbooks is their high selling price. Good, comprehensive university level English language textbooks can cost as much as $20, by the time shipping charges and bookstore mark-up are added. This is high in terms of American purchasing power; in terms of the purchasing power of Korean students, it is prohibitive.

AID/TCR/CBA has developed in the Philippines a remarkably successful university textbook rental-purchase project that has wide applicability to Korea. The project, developed for two medical schools in Cebu, provides basic collections of medical books which are then kept up-to-date on a revolving fund basis by charging nominal rental fees to students. Under the project, 10 pre-clinical textbooks are rented to the students, and 10 clinical books are sold to them. The latter are purchased on a five-year installment plan. The fees that are charged provide a revenue just sufficient to cover obsolete or worn material.

The initial collections were provided by AID/CBA; the revolving fund for replacement is controlled by the medical school involved. We recommend that similar projects be established in Korea. The program could be of significant help in engineering and agricultural schools, in addition to medical schools. The possible inability of educational institutions to sustain the high U.S. currency costs required for book replacement five years after the project has gotten under way can be overcome through the use of IMG as a medium for convertibility.

UNIVERSITY LIBRARIES

As would be anticipated, Korea has a more venerable academic library history than school library history; yet it may be candidly said that modern college and university library service began only a decade ago.

The library of Seoul National University was developed in 1945 out of the library of the old, Japanese-operated Keijo Imperial University. Presently comprising almost 900,000 volumes in its Central and several autonomous college libraries, this system sustains resources for a fairly wide band of research activities. Outstanding among its hold-

After the establishment of the library school at Yonsei University in 1956 and at Ewha Women's University soon thereafter, a small, continuing stream of young graduates began flowing into the academic libraries. Much of the reorganization at these libraries--although certainly not all--has been accomplished in the modern library tradition.

Inadequate Collections and the "Brain Drain"

Most libraries are plagued by a high ratio of their books being older obsolescent Japanese texts which few younger scholars can read. This fact alone probably reduces the effective sizes of Korean college and university book collections by 25%. In addition, many libraries--in the interest of increasing their library statistics--have accepted indiscriminately any books offered to them, so that by 1965, 1,634,268 of the 3,951,379 volumes owned by academic libraries were Occidental books (mostly English language), many of which were poorly selected and consequently of little value to the teaching and research effort. And the low level of English capability on the part of most students means that even the more useful books are little read. For these reasons, potential utility of academic library collections may almost always be calculated at little more than half of what statistics would seem otherwise to indicate.

The mean gross size of Korean college and university library book collections is only 36,000 volumes, and the average effective size per institution therefore would probably range somewhere between 15,000 and 20,000 volumes. Clearly such collections are much too small to support the academic intentions and needs of Korea or of any other nation. Not only does university instruction suffer from such weakness, but research in the book disciplines is all but impossible to conduct without leaving the country. Aggressive young scholars are frustrated in their desires to engage in meaningful research in their own libraries, and this is no doubt an important factor in the "brain drain" to countries with more adequate library facilities.

The experience of Seoul National University underlines the general shortage of books in all Korean university libraries. Before 1945 it had acquired some 650,000 books. After Liberation it added 11 faculties and currently supports 6 new graduate schools. But the SNU library, conceived as the "heart" of the University, has added only 150,000 books, most of which were actually donated since that time. Spending about 50% of its annual budget for Occidental books and 25% for Oriental materials, the SNU Library in 1965 was able to procure only 1,500 new books supplemented by those purchased with gift funds. In 1963, the quantity of Occidental books able to be obtained was halved, because of the devaluation of the *won*; and there is some fear of further devaluation. Now serving 12,000 students and 500 faculty, the SNU Library receives 1.2% of the total University budget for operations--this equals 4,000,000 *won* ($14,800).

Without question, the inadequacy of book collections is the gravest problem facing Korean academic libraries today; it may be as well the most important problem of their parent institutions. Libraries are also deficient in holdings of non-Korean periodicals and, as a result, Korean scholars feel "left out" when comparing themselves to colleagues working in other countries. Certainly the problem of collections demands immediate attention and solution.

Academic Libraries Today

The table below shows, as one would reasonably expect under the circumstances, that academic library development manifests a more normal growth rate than that for elementary and secondary school libraries.

Of the totals for 1965, 50 libraries were in Seoul City, comprising among them 471 of the staff members, 17,808 of the Nation's library seats, and 2,641,261 of the country's academic library books. In other words, by whatever measure one chooses to apply, well over half of Korea's academic library services and facilities are concentrated in the capital city.

Table 5.

COLLEGE AND UNIVERSITY LIBRARY GROWTH, 1955-1965

	No. of Libraries	Size of Staff	No. of Seats	Vols. held
1955	43	207	4,194	1,297,034
1956	58	252	5,757	1,661,342
1957	65	363	11,384	2,079,141
1958	66	358	12,172	2,379,003
1959	70	368	15,100	2,557,958
1960	68	405	14,610	2,285,335
1962	75	522	18,516	3,072,616
1963	93	740	24,247	3,361,786
1964	101	759	27,188	3,634,154
1965	109	838	28,231	3,951,379

Source: Korean Library Association

Large sums of money have been spent in recent years on college and university library buildings, and each of the National universities, as well as many others, now have or are constructing new library buildings. Most are handsome and at least one--Kyonghee--is in some of its parts palatial. Most are based in their design, however, upon a monumental and custodial, fixed-function library concept and will no doubt prove difficult to adapt economically if further development follows the anticipated path of a more open, user-oriented, flexible library service.

All college and university libraries have card catalogues; although in some institutions two or more catalogues and classification schemes are currently used, and not all collections have as yet been processed. There are some modest local innovations and departures evident in a few libraries, but most follow the fairly rigid pattern of traditionally conceived library organization introduced from the West. All academic libraries are apparently supervised by a director who is drawn not from the ranks of trained librarians but rather from the professorial rosters. These men are assisted by librarians trained at either Yonsei or Ewha or in the United States, and by the usual corps of clerical assistants.

Most academic libraries are organized into circulation, reference, periodical, technical services, and administrative areas. Almost all, however, practice closed-shelf arrangement of both their Oriental and Occidental books, and few allow circulation for outside use. Practical arrangements for interlibrary loans have not been set up among Korean academic university libraries, generally because of the shortage of books, although an informal agreement has been established to serve four major schools in the Seoul area by permitting exchange of materials when needed. Libraries also suffer in common from the lack of national bibliographic services, such as a national union catalogue and a union list of serials.

The Ministry of Education's current shift from stress upon the liberal arts in favor of more technical and scientific subjects will have to be reflected sooner or later in library holdings. Since college and university libraries will thus hold a much greater quantity of resources relevant to the scientific, technical, industrial and professional growth of Korea, plans for university library extension service to augment resources made available through other agencies should begin to be developed, and collections and suitable service programs organized accordingly.

Audio-visual materials are handled separately in A-V centers by most Korean colleges and universities. Because of this pattern, it seems unlikely that library responsibilities will extend to include very much in the way of non-book materials, equipment or service. There is however immediate need for something like a National microfilming service. At Ewha, for example, newspapers are simply wrapped and stored; their bulk makes them virtually inaccessible. Also needed is photocopying equipment; Xerox facilities are not available in Korean libraries, and theft and mutilation are high because of student difficulty in obtaining access to assigned readings.

Rote Memorization and Academic Libraries

There is a factor lacking in the colleges and universities themselves, without which effective library use is impossible; that is "book-oriented" teaching.

In a way, the interaction of book collections and teaching method parallel the "chicken and egg" relationship. Korean professors can rightly claim that they cannot use book-oriented teaching methods because the requisite books are not available. One English professor told of sending an MA candidate to the library to begin a thesis on Robert Frost only to find that none of Frost's works were available except for a few pieces that had been anthologized. Similar anecdotes could be multiplied ad infinitum; yet it appears likely that, even if Korean libraries were strong, their use would not be maximized without some reorganized course outlines based upon a rethinking of the purposes of education.

We have noted elsewhere that Korean education has descended directly from the ancient Chinese emphasis, augmented by the Japanese, upon rote memorization. Older professors received all of their training in this tradition. There is thus today little training given in research method or in "problem solving", and there is little stress upon individualized study. Some doubts are even expressed as to a student's legitimate need for a library--a professor needs a library for his own research and lesson preparation, such doubters feel, but a student should not depart far from the historically received cycle of textbook-lecture-review-examination. Clearly full-scale library exploitation cannot be expected to take place until professors begin making wider use of books in their classrooms and demand higher level library sophistication from their students.

There are signs that such a revolution in college teaching method may take place. More Western-educated professors are attempting to teach with books, and students are coming increasingly to realize that to be educated is not simply to amass facts. Pressure for improved university libraries may also be expected from students presently in the middle and high schools with modern library services, when they begin arriving at the universities in the few years ahead. Such pressures as these will demand that book collections be developed commensurate with the present level of library staffs and buildings.

CHAPTER 4

OTHER INSTRUCTIONAL AND REFERENCE MATERIALS

Chapters 2 and 3 covered books in the formal educational system. This chapter discusses instructional and reference materials in other developmental markets: (1) books and instructional materials in Korea's massive agricultural extension effort, (2) books for neo-literates, (3) books in the learning enrichment process, (4) technical and professional journals, and (5) books for juveniles--so important in the creation of the reading habit.

INSTRUCTIONAL MATERIALS FOR AGRICULTURE

The Government of Korea's Office of Rural Development (ORD) is engaged in a massive program of assistance and counsel to the 80% of the nation's population which works on farms. This aid reaches the farming community in person through Rural Guidance Workers (farm extension workers), and in print and via audio-visuals, through ORD's central Agricultural Informational Center, and technical guidance sections.

ORD has thousands of Rural Guidance Counselors--its Provincial Offices in Kyongsang Pukto and Kyongsang Namdo (visited by the Survey Team) field 1,200 and 860, respectively. These Provincial Offices each have two mobile motion picture projectors (with about two-score old films), and several vehicles for the distribution of printed information. A slide projector is supposed to be available in each county (gun). There is a great lack of technical subject matter films.

The central ORD Agricultural Information Center at Suwon publishes a wide variety of printed material for in-service technical use and for distribution to the rural areas:

Table 6. MATERIALS PRODUCED BY THE ORD'S AGRICULTURAL INFORMATION CENTER, SUWON, 1965

	Titles	No. of Copies
Leaflets	39	3,810,000
"Rural Guidance" Magazine	10	600,000
Posters and Wall Newspapers	25	362,100
Pamphlets	6	197,000
Research and Extension Works	4	32,000
	84	5,601,000

Source: Office of Rural Development

In general, ORD publications fall in three categories:

> Technical training publications and educational material for the Rural Guidance Counselors, written by ORD technical specialists and college instructors. This category includes "Agricultural Techniques"--timely, technical information issued several times per month on key crops (typical title: "Soaking Rice").
>
> Printed materials for rural leaders (who are generally officials and/or heads of farm organizations). This material includes "Rural Guidance" Magazine--a monthly which contains different articles of a practical nature--and technical brochures on subjects such as community development and soil testing.
>
> Leaflets and bulletins for farmers. These are simply written, on subjects such as raising rabbits, how to make earth blocks, irrigation of paddy fields, early planting, and the like.

The National Agricultural Cooperative Federation also publishes materials for farmers.

The Office of Rural Development has been broadcasting special farmer-oriented programs for almost a decade. Some of these are regularly scheduled 15-minute affairs; some are spot announcements. In Kyongsang Pukto Province, where only 5% of farm households have electricity, many farmers listen via transistor radios.

The ORD Library at Suwon contains a collection of agricultural books--many in English, donated by USOM, and many in Japanese--and subscribes to a number of foreign farm journals. However, the Provincial Field Offices report a great lack of technical literature of all types--books as well as journals. At the Provincial Offices and the Information Center, the required material can be in English; the staff at these levels contains a sufficient number of English-fluent technicians who can translate excerpts as needed. Below the provincial level, however, all material must be in Korean.

At agricultural colleges and universities, technical literature is also meager. The bulk of material comes from the Office of Rural Development and other Government agencies. Some is the product of professors of agriculture, most of whom were Japanese-educated and do not read English. Japanese publications still make up the nucleus of instructional materials in agricultural colleges and in agricultural libraries.

We found a great lack of agricultural technical material of all kinds in the various Office of Rural Development installations we visited. The need is obvious. Unfortunately we had neither the specialized competence, or the time (in the press of activities during our "global" book survey) to cover more than the highlights of a specialized area such as agriculture. Our conclusions are thus tentative. They do, however, cover initial steps that might be taken to fill urgent needs:

1. As a first priority, USOM should contract with a book and instructional materials-oriented agricultural specialist (or specialists), to follow up with a thorough analysis of book and periodical needs for Korean agriculture. This should be done in sufficient depth to develop specific agricultural book activities and projects that USOM's Agricultural Division can submit for coverage under the expanded "food" program now being emphasized at AID/Washington.

2. Of the most needed books, some, it appears, will have to be in Korean, for as noted above, few in the ORD Field Offices (and few, if any, agricultural students) have sufficient English fluency to read such works in the original. These would be reference books in key areas, such as "Feeds and Feeding" by F.B. Morrison, and "Physiology of Domestic Animals" by H.H. Dukes. (The agricultural book team suggested above, could properly define this area.)

3. Lacking are numbers of pertinent books in English that would be of great value at the ORD Provincial Offices and Information Center (and for those university level teachers of agriculture who can read the language). These books would probably have to be intermediate level works, such as Thompson's book on soils.

> Once again the nature and scope of these books would be delineated by the follow-up agricultural book team. Offhand, we estimate that about ten different sets of the books might be needed; and we guess the sets might consist of 300 to 500 titles each. They might be obtained through grants similar to the type used by the University of Minnesota and Peabody College in donating sets of library books.
>
> Alternately, TCR/CBA or USOM might create a variation of the National Academies of Science book program (see Chapter 8) to handle the project.
>
> Some of the key agricultural books might also be included in the low cost, core collection project idea covered later in this chapter in the section on learning enrichment.

4. One of the ORD's most urgent needs is for agricultural periodicals, farm journals, and U.S. Department of Agriculture leaflets. These were once received by the ORD Field Offices, via USOM subscriptions. Now, however, with ORD offices operating at peak levels of extension activity and with a far greater need for access to foreign technical farm literature, the flow of USOM-sponsored periodicals reportedly has ceased. These should be renewed immediately.

BOOKS FOR NEO-LITERATES

Fortunately the adult literacy drives carried on in Korea since Liberation have been so effective that adult illiteracy --now reported at 11%--is no longer a major problem.

The problem rather is with the neo-literates--the almost one-half of the age group who become dropouts in Korea before the start of the seventh year of school. For these, there are two avenues of special educational assistance: civic schools, and short-term vocational training courses.

The civic schools have generally been using the middle school curriculum, with slight changes--and the regular middle school textbooks. The special vocational schools (at both elementary and middle school level) are located in annexes of standard vocational high schools. Comparatively recent developments, they feature two streams--one, "technical" (for subjects such as radio and television repair and typing), and a second, "general culture" (language, civics, arithmetic, history and science). Because of their newness, textbooks have not yet been developed for the vocational schools, and book selection is made on a local basis. However, CERI is presently engaged in developing the curriculum and textbook needs of these schools.

Dropouts and neo-literates represent difficult problems in any society. Those who attend civic and special vocational schools can best be motivated to continue attendance when their textbooks have been created to meet their unique problems--not when they are forced to rely on "borrowed textbooks that have been developed for other types of students".

> For these neo-literates, we recommend that the Ministry of Education provide all possible help to CERI in the completion of its present study, and that it expedite implementation of that organization's suggestions.

But relatively few of the dropouts from the formal Korean school system attend the civic and special vocational schools. In 1965, only 70,000 attended these part-time institutions. The overwhelming proportion attended no school of any kind--and, importantly, lacked pertinent non-juvenile reading material.

Korea thus has many citizens with no better than fourth, fifth and sixth year reading skills, who are capable of reading books that are mature in content, but easy to read, and that depict real situations with which they can identify.

The same problem exists on a smaller scale in the U.S., where it has recently been the subject of much study by the Office of Education and the Office of Economic Opportunity. Many significant breakthroughs have taken place in the easy-to-read book field for youth.

> We strongly urge that USOM bring over one or several specialists in this dramatic new field--to study the problem firsthand and to develop the outlines of a project to cope with it in Korea. Such a project might well include a study of pertinent material in the U.S. by a team of Korean educators, and subsequent USOM assistance in having adaptations produced.

BOOKS IN LEARNING ENRICHMENT

Korea is amply endowed with dictionaries, encyclopedias, and similar reference works. Dictionaries are available in a wide variety of types; one publisher who lists 14, produces first editions of 3,000 to 10,000 copies. In encyclopedias, the 12-volume "Korean World Encyclopedia" is considered to be a good standard reference work. The Ministry of Education is now in the midst of publishing a massive 17-volume "Illustrated Encyclopedia of Korean Fauna and Flora"; these profusely illustrated books are printed by private firms and sell for about 4,700 won ($17.40) each. 2,000 copies of each volume are published; they are purchased by secondary schools, universities and colleges.

There has been a heartening increase in supplementary and reference books for elementary and secondary school students --as shown by the recent increases in school libraries, and the development of such relatively sophisticated school library systems as that in Kyongdang Namdo (see Chapter 2). The proliferation of high quality sets of juvenile books (see the last section of this chapter) also is indicative of the potential that exists for supplementary works. The current school "need" for such books is slight, for such books are bypassed by an educational system that emphasizes textbooks almost exclusively. But the potential capacity of Korea's publishers to produce large amounts of supplementary books--when the school system does begin using them--is indisputable.

However, when it comes to high level books in science and technology, in medicine, and in other complex professional areas (we refer here to non-textbooks), there is almost a chasm between need and supply. Most of the high level technical and professional books of this kind are in English and are of U.S. origin.

There is, as we have noted in various parts of this report, great need in Korea for inexpensive editions of key U.S. high-level books in science and technology, education, agriculture, economics, and in other development-related areas. Imported books of this type are often unavailable in Asian editions, for their current market is limited, due both to the specialized nature of the works and their high imported prices.

If such key English language books could become available in low cost editions, they would be of significant assistance to many Korean scientists and professionals, as well as to their counterparts throughout East Asia.

We recommend that AID/Washington's Far East Regional Development Division sponsor such a project, to produce and publish, commercially, a core collection of low cost English language editions of high-level technical books (and some textbooks). The books would be printed centrally in Asia, and multi-country marketed in quantities, and with a subsidy that would permit their availability for local currency purchase at a price equivalent to \$1.00 or \$1.50. Recognized, authoritative works would be selected for the project; fields to be covered might include:

Agriculture and natural resources management
Basic and applied science
Economic development
Business management
Public administration
Engineering
Physics
Chemistry
Public health
Education
Mathematics

The project will not, by itself, solve the high-level imported book problem for Korea, but will alleviate it in important core areas. Such a project, sponsored by the Far East Regional Development Division, should be supported strongly by USOM/Korea.

TECHNICAL AND PROFESSIONAL JOURNALS

The abundance and diversity of Korean-language technical journals is suggested by the following random listing from among 50 titles which are regularly received by the National Industrial Research Institute (NIRI):

The Journal of Pharmaceutical Life
Journal of the Korean Society for Economics
The Quarterly of Economic Research
The Agricultural Cooperative Monthly Survey
Journal of Korean Electric Association
Bulletin of Korean Industrial Medicine
Cement Association Journal
Cotton Textile Monthly
"Metals", Journal of the Korean Institute of Metallurgical Engineers

Journal of the Korean Boiler Engineers Association
Journal of the Korean Businessmen's Association
Journal of the Korean Institute of Architects
Periodical of the Silkworm Association
Journal of the Korean Women's Association

There is a periodical shortage in Korea, but the shortage primarily concerns foreign periodicals and journals. The China Medical Board assists medical schools to obtain U.S. journals; both USOM and the Asia Foundation have been of help in the past; and the major libraries and research centers subscribe to foreign journals--some to several hundred. But the flow is little more than a trickle.

We noted a widespread, ever repeated complaint on the part of Korea's intellectual, professional and business leaders that they are effectively barred from much of the modern world of technology and scholarship because of their lack of access--particularly on an individual basis--to foreign periodicals and journals. Equally vocal are returned Participants, who fear they are losing touch with new developments; and members of the official and semi-official American community, who agree that something must be done to alleviate the shortage.

We noted above that the flow of USOM-sponsored periodicals to ORD offices has ceased. In addition, several educational and research institutions and libraries deplored the recent demise of the AID/W-supported U.S. Book Exchange Program which, through the provision of Institution Library Memberships, enabled these organizations to acquire significant numbers of back-issue periodicals (and books that are not commercially available).

A contributing element in the problem is the difficulty that booksellers encounter when they attempt to obtain foreign exchange for the purpose of importing non-Korean journals. Thus, foreign periodicals can hardly be purchased save through foreign agency donations or the relatively slow IMG and UNESCO Coupon programs.

The Asia Foundation/Korea has expressed a willingness to help overcome the foreign periodical shortage. However, its resources are limited. In view of the priority need for foreign periodicals and journals, we also urge USOM to investigate the possibility of large-scale assistance in that area (including, importantly, a resumption of farm periodical procurement for ORD Field Offices), on a continuing basis. We also recommend that TCR/CBA determine the feasibility of reinstating a sorely missed program for periodical support along the lines of the U.S. Book Exchange Project.

NOTE ON A PROPOSED NATIONAL TRANSLATION CENTER

A final note concerning advisability of establishing a National translation center, possibly to serve industry on a fee basis. This concept has been under discussion in Korea for some months. After due consideration, the Book Survey Team has concluded that this type of enterprise does not appear to be of first priority need. There is no dearth of competent technical translators in Korea today. That their output is high is indicated, among other ways, by the numerous Korean Language technical journals published today. Many of those received by NIRI and listed above contain articals or extracts from foreign (primarily U.S.) periodicals. And anyone reviewing the book lists of university level Korean publishers cannot fail to be impressed by the great number of highly technical foreign books which have been translated (some without formal permission) into Korean.

One publisher lists the following among his translated works:

- Elementary Differential Equations - Kells
- Complex Variables and Applications - R. V. Churchill
- Physics for Engineers and Scientists - Fowler and Meyer
- Atomic and Nuclear Physics - Shankland
- The Kinetic Theory of Gases, and Statistical Mechanics - Sears
- Fundamentals of Optics - Jenkins and White
- Radioisotope Laboratory Techniques - Faires & Parks
- Textbook of Inorganic Chemistry - Tyree & Knox
- Nuclear and Radiochemistry - Kennedy
- Matter, Earth and Sky - Gamow
- Principles of Medical Statistics - Hill
- Dynamics - Meriam
- Electrical Engineering Materials - Dekker

Korean translation capabilities are fairly sophisticated and widespread, and the technical documentation centers and the private publishing industry can and do take care of most of the needs in this regard.

The problem appears to lie in developing translation organizations to cover specific sectors or disciplines, rather than the establishment of an across-the-board translation unit. The ORD, for one, faces a particularly difficult problem. In part through lack of English language fluency at the lower echelons, and in part because of the absence of English language technical material for those who can read the language--many agricultural specialists are cut off from the new foreign techniques and ideas that affect their field.

In the discussion of agricultural materials above, we recommended that a book and periodical-oriented farm specialist be brought over to Korea for a comprehensive study of needs. Without anticipating his findings (for he might determine the need for a separate agricultural translation unit), we found two research organizations--KORSTIC and NIRI--whose activities (see Chapter 5) indicate that they might expand to establish such a translation service.

Neither presently does translating, but KORSTIC collects and indexes 800 science and technology journals from abroad, and reproduces several thousand articles annually, for individuals and organizations; and NIRI collects another 200 foreign journals (but however does relatively little to disseminate them).

JUVENILES

Korean educators stress, in unflattering terms, the degree to which commercial channels are flooded with children's comic books. Statistics bear them out; the output is large and is rising. In 1964, 3,213 comic book titles were published. In 1965, the number almost doubled, to 6,062. The passion for these "books" is such that near many school entrances are found comic book lending libraries, from which children rent copies at two won (less than one cent) per day. Although this may be one way in which pupils develop the reading habit, somewhat less than 5% of comic books produced in Korea are considered to be educational in nature.

In spite of the high visibility of comic books, Korea does have a large and growing "serious" juvenile book industry, which should not be overlooked.

Many publishers produce juveniles, and several of the larger publishers have sizeable outputs of juvenile books--both in sets and individual volumes. The current output of one of these publishers, summarized below, shows both the breadth and nature of the field. (The firm aims its books at elementary school students, aged 8 through 11.)

A 12-volume set of "Childhood Stories of 100 Great Men of the World"--priced at 300 won ($1.11) per volume; 12,000 copies sold to date (the series is in its third printing in four years); most are sold by the firm's salaried company salesman direct to the purchaser on a 6-10 month installment basis.

A 15-volume set of "World Fairy Tales"--a new set; price also 300 won per volume; first printing of 3,000 copies.

A 3-volume set of "World Stories with Morals"--unlike the above sets, these are paperbacks; price is 200 won (74¢) per volume.

Single volume works--usually printed in first editions of 3,000 copies.

The sets consist of foreign language works which are translated into literal Korean by experienced translators (who are not necessarily good Korean stylists). Then, in an interesting dual authorship system, Korean juvenile writers rewrite the translated works into a style that will win favor with their countrymen. The single volume works are originals in Korean.

Although the single volumes are sold through bookstores, the sets bypass that channel and are sold direct to customers by salaried company salesmen, on 6-10 month installment terms. The implication of the split distribution system is discussed in Chapter 7.

Korean children are fond of special newspapers which are published for them. There are some 30 of these throughout the country. Some appear in separate editions of the regular newspapers. The children's newspapers usually include school lesson material and are used to complement classroom instruction. The medium is new; the first children's newspaper was published by Hanguk Ilbo in 1960.

CHAPTER 5

OTHER LIBRARIES AND LIBRARIANSHIP

In Korea of old, cultural literary legacies were preserved and guarded in royal libraries, some of which were founded as long as 1,000 years ago. It was not until the turn of the century, however, that Korea began to have libraries in the accepted sense of the term. The present City Library of Pusan, opened in 1901, was the first. In 1923, the Central Library of the Government-General--the present Central National Library--was founded, and by the time of Liberation, 42 had come into existence. Excluding the 9 college libraries, they held 860,000 books. The Korean Library Association was founded in 1945 to safeguard the books left behind by the Japanese.

By the time of the Korean War in 1950, libraries had been neglected, due to the social and political situation, and only 13 public libraries and 7 private libraries continued functioning. The National Library School had been founded in 1946. By 1950 it had trained 78 librarians, but the war made it necessary to start everything anew.

After 1955, the library field began to revive. Today, libraries still suffer from an image derived from their traditional "caretaker" functions, the low status of professional library personnel, inadequate support, and the limited number and kinds of resources available in most libraries to help resolve problems of the modern world.

There is, however, today in Korea a new library requirement and readiness for development which give promise of improvement of library service throughout the nation. The growing interest in libraries and new official appreciation (in some quarters) of their importance to the development of Korea reflect the remarkable economic and educational changes wrought in the country during the past decade.

LIBRARY AUTHORITY AND LEGISLATION

Keystone in the structure of library development in Korea is permissive legislation set forth in Law No. 1424, promulgated on the 28th of October 1963. This law encourages development of school and public library services; assigns some rather sweeping functions to the Central National Library including "research and study in librarianship", and "instruction (in) library service and support of other libraries"; and discusses the responsibilities of the privately owned library.

An interesting provision of the Library Law encourages formation of an association "for the purpose of and aiming at the interchange of library materials between libraries, research on library administration and maintenance, international cooperation between libraries, and social, economical advancement of all persons engaged in library work". The Law authorizes the National and local Government(s), within the budgetary limits, to grant subsidies to the Library Association.

Since passage of Law 1424, the total number of libraries serving the country has jumped substantially. By the beginning of 1966, 1,651 libraries employing 3,137 persons were serving the population of Korea and a reservoir of approximately 7,214,444 volumes of printed material was housed in Korean libraries.

It is one thing to legislate establishment of libraries and another to create significant library collections, staffs and services. Indeed, a recent decree issued in behalf of the Ministry of Education requiring each school and college library to have a specified number of volumes in order to be recognized led to a scramble for materials regardless of quality, and caused acquisition of much inferior or worthless material as well as failure to discard large quantities of dated Japanese volumes actually incapable of being read by most Koreans educated since 1945.

Since only so much can be accomplished by national governments (which sometimes set unattainable standards), many Korean elementary and secondary schools still lack adequate library service, and the total reservoir of books available in all Korean libraries taken together is so small as to represent a serious handicap to all forms of education and development. Indeed, in terms of the population-library ratio, the total number of Korean public libraries (49 in 1965) is deplorable. And, since existing libraries serve mostly those who live in urban areas, large sections of the country still do without service. Further, libraries, schools and other public organizations still find it difficult to supply readers with up-to-date books, both foreign and indigenous, because of small budgets.

Chief among problems which have blocked development of a sound National library program of development and support to date have been lack of a clearly defined National Library and the absence of a strong Library Bureau or coordinating agency located in the Ministry of Education and assigned real responsibility for development of library services. More will be said later on both points.

The lack of definition of the role of libraries and a concomitant lack of comprehension concerning their true function is at the base of the problem in all spheres. Too few realize that libraries are not simply repositories of cultural commodities to be rigidly safeguarded, but rather storehouses for tools of knowledge, development and communication--tools which must be available in the kinds and quantities needed, and tools which must be used to be of help. Particularly pertinent to this study of developmental books is the fact that the multiplication and expansion of libraries contributes significantly to creating a base for the entire book industry and for education at all levels, from the professional down to the most elementary. A working paper for the 1966 UNESCO developmental book conference at Tokyo presented evidence that 80% of children's books published in the United Kingdom and perhaps 90% of those in the U.S. are sold to libraries.

This chapter covers various non-school sectors of this potentially important book market.* It discusses, in turn, public libraries, special libraries and documentation centers, National libraries, and pertinent foreign libraries. It then reviews bibliographic controls and services, and professional development and support. The chapter concludes with a set of team recommendations that cover all of Korea's libraries.

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* Elementary and secondary school libraries are covered in Chapter 2, and university libraries are discussed in Chapter 3.

PUBLIC LIBRARIES

Their Use, Nature and Problems

The Library Law of 1963 covers public libraries, in addition to the school libraries mentioned before, but its requirements regarding public libraries are much less specific. Statistics on public library development given below show that while its impact has been significant in percentage increase, the surface has only been scratched to date (49 public libraries for over 28,000,000 people represent an insignificant number).

Table 7.

PUBLIC LIBRARY GROWTH, 1962-1965

	No. of Libraries	Size of Staff	No. of Seats	Vols. held
1962	21	211	3,908	604,231
1963	27	237	5,469	634,268
1964	48	341	6,712	691,898*
1965	49	403	8,909	694,515

Source: Korean Library Association

The public libraries were able to report spending a total of only some 9,000,000 won ($33,000) for acquisitions during 1965, thereby increasing their aggregate net holdings by 37,627 volumes. This calculation, however, places the asterisked figure for holdings in 1964 in apparent and likely error. Approximately 10% of the books in public libraries are in Western languages.

The distribution of kinds of use to which public libraries are put in Korea differs markedly from current experience in Western countries, in that a much higher incidence of library traffic is seeking study space rather than books. Long queues of patrons, usually students carrying their own books, line up outside libraries an hour before opening time, not to get first access to the book collection, but rather to assure themselves a seat. Frequently throughout the day all library seats are filled so that arriving patrons are given a seat number and admitted only as other patrons depart and turn in their seat numbers.

This great "study hall" use of libraries results primarily from two factors: (a) the emphasis in the schools, colleges, and civil services upon the successful passing of examinations (see Appendix C), and (b) the inadequacy of quiet study facilities in the many smaller homes. Thus the country's public libraries admitted a total of 1,668,142 patrons to their reading rooms during 1965 but recorded a use--both home circulation and in-building--of only 897,596 volumes. The low book use rate, it may be observed, manifests again the fact that Korea has not in the past developed a strong tradition of book orientation in its schools and colleges.

The Namsan Municipal Library in Seoul, largest public library in the country, exhibits many typical public library characteristics. A new and large study hall located inconveniently on a hill away from the main part of the city, it is immediately recognizable because of the students lined up outside in great numbers waiting for tickets which will give them the right to seats in the building. Its staff now includes about 70, eleven of whom have been trained professionally in some degree. The library maintains a collection of about 79,000 books, including 24,000 Korean and 50,000 (63% of the total) Japanese.

The library has no branches, operates on a totally closed-shelf arrangement, provides approximately 1,500 seats, and lends books out only to Government employees. In all, it is estimated that approximately 200,000 individual uses of the library may be recorded in a single year. A small A-V projection and listening room is available for use on special occasions. Interlibrary loan is limited and was extended during 1965-66 chiefly as a privilege to the Central Education Research Institute and to the schools. Approximately 200 transactions were recorded. No children's library service is maintained, but 16 special study rooms are available for use by one or two adults when needed to assist scholarly effort. The total budget for 1965 was 4,368,026 won ($16,200).

Personnel shortages are a major problem of public libraries.· The civil service examination discourages the recruitment of personnel who are professionally qualified for library service. (This subject is covered in detail in the section on "Library Training" at the end of this chapter.) Library school graduates prefer not to take the test, and tend to be unavailable for work in public libraries. Additionally, the Superintendent of Education may assign library personnel, so the librarian himself does not control the library personnel situation; and finally, public library salaries are often not competitive. As a result, although there is in the country a fairly sizeable body of trained librarians, too few of them are being attracted into public library work to enable the institutions to accomplish satisfactorily their assigned responsibilities.

The personal "accountability" for books of librarians in Korea leads to emphasis on caretaker approaches and adoption of closed-shelf book storage arrangements. Accountability means that when a case of neglect is obvious, the librarian must pay for books lost. In actual practice, most losses are taken care of as "weeding" during the inventory procedure.

Except in Seoul, public libraries do not receive financial aid direct from the Ministry of Education, and more often than not lack adequate support and interest.

Private Reading Rooms

The great need for hospitable study space has given birth in Korea to a recent phenomenon known as private reading rooms. Probably not more than five years old, these are simply large halls equipped with carrel-type desks which are rented for a fee to students and other examination-takers. Since there are as yet no licensing requirements for them, no one knows exactly how many private reading rooms exist. The Ministry of Education says there are 63 in Seoul, but this is a very conservative estimate. The Kyongsang Pukto Provincial Board of Education estimates that there are as many as 80 in Taegu; officials say that there are "many" in Pusan; and they exist as well in Inchon --all of very recent origin.

Private reading rooms vary in size from 50 to 500 desks apiece, and probably average 300 desks.* Some provide separate rooms for men and women, and most are open around the clock. Neighborhood students frequently spend the curfew hours in the reading rooms, and also country students preparing in the cities for university entrance and other examinations frequently rent a desk for the summer and use it as their only urban residence.

Private reading rooms are a tangential rather than a central library matter, but they have important library implications. There are, for example, 3,045 seats in Seoul's four public libraries; yet, the 80 private reading rooms in Seoul (with an average of 300 desks apiece) may be seen to provide about 24,000 seats--eight times as many! Although few private reading rooms attempt to stock books, there is an undeniable interrelationship between public libraries and private reading rooms. The full meaning of the latter, however, is difficult to appraise.

Village Libraries and the Korean Micro-Library Association

There is a National scheme for public library development which calls for service to be extended downward from the Central National Library, through the provinces, cities, towns and eventually to the villages. At least one private agency, however, is working with some success to render rudimentary library services at the village level before the National scheme arrives there. The so-called Micro-Library Association was established in 1960 to solicit donations and place a small wooden bookcase and 30 books in as many as possible of Korea's 49,000 farm and fishing villages.

Capitalizing upon individual pride and other human instincts which serve charity, the Korean Micro-Library Association provides an opportunity for individuals and/or organizations to achieve modest recognition and fame in home communities by donating Micro-Library units, which cost about 4,500 won ($17). A Micro-Library is actually a village book-shelf (the Korean name for Micro-Library). A starter group of books on farming, fishing, vocational crafts, and other subjects, selected by a committee and approved by the Minister of Education, goes with each bookcase--together with some record books, rubber stamps and other materials necessary to assist borrower "loan and return" operations. The hope is that the villagers themselves will eventually fill up the bookcase with materials purchased locally. The books are purchased by the Association at a discount, and transportation is also provided by the Association. Donors may designate a recipient village and have their names identified by a metal tag atop the book shelf. Besides placing the Micro-Libraries, the Association also works for the establishment of local reading clubs to assure their use and to inspire their growth. As of June 1, 1966, 5,109 villages were benefitting from the work of the Association.

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* The rental prices for desk space range from 250 won to 1,000 won per month.

In addition to the good that some Micro-Libraries are accomplishing on their own, some others are forming interesting coalitions with conventional library services. The Kyongju Public Library, for example, owns and operates 101 Micro-Libraries in the villages scattered throughout its service area. Every three months 25 volumes are sent to each of them and rotated with books already there.

The Micro-Library idea is an interesting one, although evidence available does not yet show that it will, in fact, provide the stimulus required to generate continuing interest in public library development and reading. To accomplish this, an organized effort to establish a genuine public library movement should be encouraged by National legislation and managed by a strong central Library Bureau located in the Ministry of Education. National planning as well as support will be required to establish a successful public library system spreading among the provinces to cities and villages, and there is a danger that more limited efforts, such as the Micro-Library program could be regarded as substitutes. If so, however dramatic their appeal, Micro-Libraries would actually represent a disservice. Yet all Koreans with whom the Micro-Library idea was discussed commented favorably. The appeals are obvious!

SPECIAL LIBRARIES AND DOCUMENTATION CENTERS

It is difficult to determine the profile of Korea's special libraries because the definition of the term is somewhat imprecise. The Korean Library Association reports that there are 71 special libraries in the Nation, with 48 of them located in Seoul. Although they claim to hold fewer volumes than do the public libraries--623,850 to 694,515--they render 51% more book use than public libraries--1,356,501 uses to 897,596. Furthermore, they spend twice as much for new acquisitions as do public libraries. Clearly they constitute an important segment of the Korean library industry.

Several of the most interesting special libraries and documentation centers are located in Seoul. They include (1) the library branch of the Central Education Research Institute, (2) the Korean Research Center, (3) the National Industrial Research Institute, and (4) KORSTIC. There are others, but these will serve to exemplify some of this genus' outstanding problems and prospects.

(1) Central Education Research Institute: This organization was established in 1953 to contribute to the progress of education through continuing research, publication, workshops and counseling. It has conducted some 200 research projects, sponsored more than 150 workshops and in-service training courses, and issued many bulletins, books and periodicals. Its supporting library contains some 6,000 volumes and subscribes to well over 100 periodical titles in the fields of education.

(2) Korean Research Center: Membership in this organization may be purchased for 2,000 *won* per year by scholars or organizations interested in furthering study of Korea and in advancing knowledge in the fields of the social sciences and the humanities. It was established in 1956. Its library contains more than 20,000 volumes and subscribes to some 200 current periodical titles. It possesses more than 5,000 volumes in many languages dealing with Korea, and also holds some 500 reels of microfilm.

(3) National Industrial Research Institute: Organized today under the Ministry of Commerce and Industry, NIRI traces its ancestry to the establishment of a mint by the Emperor Kojyong in 1883. In its seven sections it contributes to scientific and technological understanding through its own investigations as well as through "training of technicians and engineers, popularization of modern technology to industry, and (furnishing)

leadership in the industrial field". Its library holds some 45,000 volumes and subscribes to 130 Western periodicals, 80 Japanese periodicals, and 50 Korean periodicals. Between 70% and 80% of its annual acquisitions budget of 2,500,000 *won* is spent on Occidental materials.

(4) KOREAN SCIENTIFIC AND TECHNICAL INFORMATION CENTER (KORSTIC): This agency, founded in 1962, renders scientific and technical bibliographic and literature services to some 200 participating companies, Government offices, universities, individuals and others. It maintains a small library of hard cover books, but currently subscribes to about 1,000 journals--of which about one-third each are Japanese and U.S. KORSTIC issues monthly bibliographies and then supplies for a fee an average of 500 photocopies of requested references monthly. 56% of current users are from industry, 20% from universities, 9% private individuals, 4% research institutes, and 11% from other areas.

KORSTIC also identifies resources and journals of importance to the scientific and technical community, publishes bibliographic series on science and technology, publishes a bibliography on foreign patents, does translation work and literature searching, and publishes special lists of scientists and engineers, holders of doctors and masters degrees, holdings of various agencies and institutions, etc.

Of special value is the Union Catalog prepared and now being revised by KORSTIC each year, which covers foreign periodicals held in Korea by various libraries and institutions. It is important to note, however, that this union list, which would have great value to other Korean libraries, is not available to them.

KORSTIC tries to maintain close contacts with other comparable centers abroad, and its staff participates regularly in international conferences and seminars. However, to achieve more efficient functioning of the Center, more interaction with foreign agencies is needed. And its basic collection of journals must be enlarged. (KORSTIC should collect approximately 4,000-5,000 journals.) Finally, the significance of KORSTIC activities should be recognized by Governmental authorities through larger subsidies.

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These representative special libraries and bibliographic centers manifest the basic characteristics of all: supported by a host of public and private sources, they serve a bewildering and frequently overlapping array of responsibilities, they have little communication with one another and few are adequately stocked. Yet for many Korean researchers, they constitute the major, and in some cases the only, literature sources available. They comprise a very important sector of the country's library community--one that can play a key role in Korea's future development.

For this to happen, a greater degree of coordination among the several centers is needed. Through a council of research libraries, they could work out optimum arrangements for exchange of information and the machinery for optimum support and administration.

NATIONAL LIBRARIES

Korea has in effect two competing National libraries. Although their service communities are different, both the Central National Library and the National Assembly Library are charged with the responsibility of developing comprehensive research collections of broad scope and profound depth. Such collections are very expensive to build and, by their nature, comprise large blocs of essential although seldom used material--books and journals of which one copy should suffice for the whole of Korea's needs.

(1) The Central National Library defines itself as the "official" National Library. It was established in 1923 and for four decades bore the name National Library of Korea. It operates under the Ministry of Education and is charged by the Library Law of 1963 with:

Acquisition and preservation of printed (materials) pertaining to the States

Drawing up of domestic and alien bibliography and its introduction to the public

International interchange of library materials

Research and study on librarianship

Instruction (in) library service and support of other libraries

At present, it has 400,000 volumes, only 35,000 of which are Occidental and 145,000 are old and rare. It maintains an active exchange program with libraries the world over, performs a range of bibliographic services about which more will be said later, and rightly lends a measure of leadership to the country's library community. It enjoys the benefits of new book deposit provisions under the law, has a manuscript program, and renders reference and circulation services to the public at large.

To accomplish these activities the Central National Library maintains a staff of 68 permanent and 20 temporary appointees, of whom 23 are professionally trained. It occupies a building constructed in 1923 which now contains all of the inadequacies that one would expect from so old a structure. It aspires to construct new quarters in the near future.

(2) The National Assembly Library, on the other hand, was established in 1951 and reports to the Speaker of the Assembly. The National Assembly Library Law, also promulgated in 1963, calls for this library "to contribute to performance of duties of the Members of the National Assembly by collecting books and library materials and data to render library service". Team member experience indicates that the books that will be required "to contribute to performance" of the Assemblymen will be as comprehensive in scope as those to be collected for the general public in the Central National Library.

The National Assembly Library presently sustains collections of near 100,000 volumes. Like its public counterpart--the Central National Library--it maintains a vigorous program of publication exchange, operates certain National bibliographic services, and also is a dépôt légal for books and documents published in Korea. The National Assembly Library has a staff of 116 persons to serve the 120 members of the Assembly, and it occupies a building constructed for the purpose ten years ago.

The unclear division of responsibilities between the Central National Library and the National Assembly Library lies therefore not in their respective service communities but in their book collecting and related activities. They find it necessary to maintain duplicating selection, acquisition, cataloguing, exchange, and storage efforts in order adequately to serve their constitutencies, and there is naturally a resultant confusion of National leadership responsibility in matters pertaining to bibliography and libraries.

The existence of two National libraries, both of which claim to be the chief agency responsible for library development in Korea, represents an untenable situation and will cause much unnecessary waste of human as well as fiscal resources. A single National program is needed. And, however many units may eventually be required, the program should receive unified direction. Fractionization of leadership and resources is so much the nature of the paramount problem which faces Korean library development that top priority should be given to early adoption of a new approach which will reconcile differences and establish a single National library program.

PERTINENT FOREIGN LIBRARIES

There are not many foreign libraries in Korea; yet the few that do exist should be recognized for the influence they have had upon the local library economy. Such agencies as the USIS libraries and the U.S. Eighth Army Library have been fortunate through the years in having fine personnel, and several of these people have furnished recognizable leadership, guidance and encouragement in local library matters. Furthermore, the existence of these foreign libraries, well organized and efficiently operated upon the most modern concepts of service, have had avowed influence as models.

Foreign libraries have not been a major source of books to the Korean population; yet they have on occasion served in a "back-stop" capacity to local collections by making their holdings available on special arrangement through interlibrary loan.

BIBLIOGRAPHIC CONTROL AND SERVICES

Korea has already begun several of the bibliographical control media usually considered desirable, but all of them are of recent origin, and none apparently is yet as comprehensive as might be wished.

A basic bibliographic service for any country is a current national bibliography of newly appearing titles. The basic volume of the "Korean National Bibliography", purporting to cover the years 1945 to 1962, was prepared and issued by the Central National Library in 1964. Two supplemental annual volumes have also been published, and it is anticipated that annual supplements will continue to appear each spring. Classified by the Korean Decimal Classification, the "Korean National Bibliography" has an author index, furnishing therefore both subject and author access to book production. Volumes compiled since the Central National Library was designated a *dépôt légal* by the Library Law of 1963 are understandably more nearly complete in their coverage than was the basic volume listing the books issued since the Liberation.

There is also a current "Index to Korean Periodicals". Begun originally by the Korean Library Association in 1962, this important compilation was turned over a year later to the National Assembly Library, where it was prepared and published annually for two years before becoming a quarterly publication. Compiled again from the periodicals received on legal deposit, the project commands the attention of 11 full-time staff members. It is issued in 1,500 copies.

Both of these major bibliographic services are of recent origin. A neat compilation by a single individual, the "Index to English Language Periodical Literature Published in Korea, 1890-1940", by J. McRee Elrod, was published by the National Assembly Library in 1965, but Korean language periodicals have not been so treated. It would be desirable, although probably not a priority need at this time, for both the "Korean National Bibliography" and the "Index to Korean Periodicals" to be extended retrospectively. Such projects, however, would be of considerable magnitude and would be fraught with problems.

Other bibliographic projects seem to be of more pressing importance at this time. A national union catalogue of all books in Korean libraries, although a monumental task to compile, appears to be the essential cornerstone to any effective program of interlibrary cooperation. There has as yet been little effort expended toward the preparation of such a union catalogue, but the Central National Library contemplates making the effort, and questionnaires have been sent to all libraries in the country requesting information concerning their willingness and ability to participate in such a project. A major hurdle, of course, is that in Korea, as in any country approaching a national union catalogue, many local libraries do not yet have their holdings listed adequately for their own internal use, let alone for reporting to a cooperative catalogue.

Of equal--perhaps even greater--importance to Korean interlibrary cooperation at this time is the preparation of a union list of all periodical and serial holdings in the Nation's libraries. Some information toward such a union list of serials has been gathered by KORSTIC, but that organization does not plan a total project. Korean libraries unquestionably need more books and periodicals than they now have, but they could also get greater utilization of the materials they do possess, if those holdings could be determined and advertised through a national union catalogue and union list of serials. These two projects are high priority needs.

Another bibliographic project deserving of attention at this time is the listing and preservation on microfilm of all Korean newspapers. Newspapers are always bulky, seldom used, and printed on paper with short life expectancy; yet they are of great importance as primary sources of information on almost all aspects of a country's development. There is now a small amount of newspaper microfilming being carried on primarily at Seoul National University, but a vigorous, comprehensive National program would appear to be warranted.

Another bibliographic service presently lacking in Korea is a printed catalogue card service. Two or three library supply houses in the country have printed with moderate success a few cards for sale to libraries, but librarians feel that they contained too many errors, were too slow in delivery, and were too expensive (about 5¢ U.S., apiece) to be used extensively. In most other countries where printed cards are available, they are produced by the National library, and it is therefore encouraging to note that the Central National Library has plans for the preparation and sale to libraries of printed catalogue cards in the near future.

All of these desirable bibliographic services, if and when completed, will greatly enhance prospects for interlibrary cooperation. Some persons feel, perhaps rightly, that there are so few books in Korean libraries as to render conventional interlibrary lending virtually impossible. Yet the same scarcity of books argues for making maximum use nationally of what is available. Library books have two, sometimes opposing, characteristics. They are the chattel of the institution owning them, but they are also part of the intellectual heritage of all men, and every effort should be made to assure that their contents are made as freely available as possible to scholars anywhere who might need them. Clearly the second half of this apparent dichotomy cannot be fulfilled to the maximum in Korea without greater knowledge than presently exists of what is comprised within the Nation's library book stocks.

PROFESSIONAL DEVELOPMENT AND SUPPORT

Professional Associations

The Korean Library Association was established in August of 1945. Today, the Association is financed by income from dues, grants and a small annual appropriation from the Ministry of Education.

KLA goals may be summarized briefly as those concerned with helping to improve libraries and their services. The Association is organized with a standing board of directors, a council and membership board, and has the usual professional committee structure characteristic of most library groups. KLA has helped to develop standards for school and public libraries but has not yet worked in the field of college or university library service. To belong to the Association, individuals must have completed at least 18 units of college work. Some 400 members from 300 institutions are now enrolled. KLA's 1966 budget totals 10,000,000 won.

The project interests of KLA have included a number of special studies looking toward improved operation and management of libraries; provision of occasional seminars and workshops planned as in-service training; the editing and publishing of materials in the field of library science; fostering exchanges of materials among Korean libraries; administration of National Library Week activities; gathering of library statistics; and distribution of professional library publications and those issued by industry, banks and Government agencies to various libraries in Korea. KLA also offers Ministry of Education, and Asia Foundation-sponsored training programs for teacher-librarians.

External opinion regards KLA as an organization that still represents a group of individuals dominated by the older, senior professors who head most university libraries and who compose the KLA directorate. An adequate place has not been made for younger professionally trained librarians. KLA has made important contributions to the library community and has worked in behalf of important library legislation. But owing largely to lack of support, KLA appears weak and incapable of exercising the leadership needed by Korean librarians at this time.

Part of KLA's weakness reflects a competitive approach to procurement of funds and contracts and a grossly deficient headquarters operation which suffers badly from lack of space, staff and even the minimum funds required to support basic operations.

So long as almost half of KLA's income is derived from a Ministry subsidy, it is unlikely that the Association will be able to generate much influence, or deal with sufficient objectivity in the areas of professional standards, salaries, improvement of Government service, and the like. The alternative is to find ways and means to increase support of this worthy Association from individual and institutional dues, and to obtain private subsidies in amounts sufficient to free the organization from dependence on the Korean Government.

Library Education

Library training in Korea began only a short time ago. The Central National Library opened a library school in 1946, but the Korean War and loss of both that library's director and vice-director kept its influence minimal, although 77 librarians graduated from it in its five-year existence. The first academic library school was established at Yonsei University in 1956. This school offers both a one-year library training program for college graduates and a four-year program within the basic undergraduate curriculum. Similar four-year programs have also been available at Ewha Woman's University since 1959, at Chung-ang University since 1963, and at Sung Kyun Kwan since 1964. Although the last two schools have not as yet graduated any librarians, Yonsei has graduated 225 from its several programs, and Ewha has graduated 168.

There is, in addition, a training program of 300 to 320 hours available for teacher-librarians. Sponsored by the Ministry of Education, it is offered in the Seoul area by Ewha and in the provinces through the Korean Library Association. This program, which enrolled 120 during 1965-1966, and a similar Asia Foundation-sponsored program to train an additional 60, are hard pressed to produce enough teacher-librarians to meet the requirements of the Library Law of 1963, which calls for each of Korea's 7,598 schools to have at least one teacher-librarian. By the end of December 1965, there were only 358 such trained people in the country, but enrollment in the program is increasing. The number of professionally trained librarians of all kinds required by law is shown below:

Table 8. TRAINED KOREAN LIBRARIANS, 1965

Kind of Library	Librarians required by law	Librarians now available	Additional Librarians needed	Percent of positions now filled
Public	237	54	183	23%
Academic	341	190	151	44%
School	7,598	358	7,240	5%
Total	8,176	602	7,574	8%

Source: Korean Library Association

In addition to the trained librarians now available, 49 are also employed in special libraries which do not come under the law, making a total employed national work force of professionally trained librarians of 651. This constitutes 21% of the 3,146 persons presently employed in libraries.

Several problems exist in the field of library education beyond those of the sheer numbers of people needed. One, as was mentioned in the section on "Public Libraries" above, is precipitated by the competitive civil service examinations which must be taken by persons who wish to work in National and public libraries. These examinations are not limited to--nor indeed do they emphasize--library organization and management, but embrace instead large segments of language, history, mathematics, public administration, etc. Understandably, college graduates who have spent sizeable portions of their undergraduate experience in library science courses not infrequently lose out on the examinations to liberal arts graduates who are better prepared insofar as general background is concerned, but whose entire library preparation is limited to the few hours of home study adequate to get them through the rudimentary library questions that are asked.

It can be argued that the civil service examinations for library positions are inappropriate; that they stress the wrong things. It can also be argued, however, that the extended library science program consumes too large a portion of an undergraduate's four years of learning time, and that his general education suffers therefrom. Supporting the second proposition is the feeling of some university administrators--who are not of course bound to civil service requirements in making appointments--that they would like to employ librarians with stronger general academic backgrounds, if they could find them. It should be borne in mind, however, that academic officials always feel this way about all appointments they are called upon to make. There is no doubt sound reasoning behind both sides of the argument.

Another problem for library education in Korea arises from the same kind of literature deficit that exists in other developing countries. Since there are not enough books available in the Korean language to meet the country's information needs, libraries are stocked with a high percentage of foreign language titles. Thus only about 40% of the books in the nation's libraries are in Korean. Other languages represented range downward to Japanese at about 30%, English at perhaps 20%, then Chinese, German, French and other, in that order. For this reason, facility in English, Japanese, and Chinese is deemed to be the minimum language requirement for Korean librarians. Courses in Chinese literature are available in Korea only in the library schools, thus reducing still further the amount of time that an undergraduate student majoring in library science can devote to enhancing his general knowledge background through liberal arts courses.

Some have suggested that SNU establish a separate training course to augment the output of trained librarians. This raises the question as to whether the immediate problem is more a shortage of such librarians rather than the lack of significant jobs in which professionally trained librarians can be employed at appropriate salaries, and in which they have sufficient status to use their professional skills to advantage.

The evidence seems to indicate that there are already a sufficient number of full-time programs and that, when complemented by graduate training (and for some by study abroad, for which more scholarships are needed) and Korean field experience, the professional librarian has available a sufficient range of training opportunities from which to choose. Needed urgently, however, are more short courses and in-service training programs to meet the urgent need for upgrading teachers and others to serve in school libraries and to acquaint junior and clerical personnel with basic library routines and procedures.

Despite problems that exist in Korean library education, it may well be that the library schools and their graduates constitute at the present time the nation's leading library asset.

LIBRARY RECOMMENDATIONS

In view of the conditions and circumstances described in this chapter and Chapters 2 and 3, specific recommendations for improving Korean Library Services and use are in order. Many of them--especially those in the "library cooperation" classification--should be considered as a component element of a centralized National library effort.

Book Collections

Priority attention should be devoted to enhancing library collections of English language books.

(1) Whenever possible, purchased book programs of U.S. agencies and foundations should require rigorous local selection of titles, as in the AID National Academies of Sciences Project.

> For the purchase of individual titles by Korean institutions, USIS might sponsor a continuing exhibit of available U.S. titles, using U.S. publisher-donated books, and USOM might subscribe for academic and public libraries to the monthly journal of the American Library Association, "Choice, a List of Books for College Libraries".

(2) There is great need for expansion of donated book programs along proper lines. Chapter 8 shows past USIS and Asia Foundation activity in this area; however, limitations of funds and program objectives have kept the value of these programs far below potential. There is also need to supplement donated books with selected purchased books. We thus recommend that TCR/CBA contract with The Asia Foundation to have that organization identify and verify specific requirements for such books in Korea, and then identify sources and select the books in the U.S.

(3) More Korean libraries should be converted to open shelf institutions. The degree of librarian personal accountability for missing books should be eased and otherwise modified to encourage librarians to see that books are used, rather than zealously safeguarded.

Library Cooperation

(4) High level planning should be encouraged which would bring over a period of time as many as possible of Seoul's special libraries and documentation services into close geographical, and perhaps administrative, proximity to one another on a centrally located site. Coordination of agency activity might begin in the form of a joint council to which the agencies would belong; they should study the eventual possibility of unification to eliminate duplications and inefficiencies.

(5) Strong libraries such as those at Yonsei and Ewha, the National Assembly Library, Central National Library, and Namsan Public Library might establish work-study programs to provide promising neophyte librarians with an opportunity to learn more about library work under favorable conditions, before returning to their home libraries.

(6) Library demonstration programs should be established in selected areas to serve as regional stimuli to library publics as well as staffs. Smaller library units might cluster around and seek leadership from such demonstration libraries.

(7) A union catalogue recording the book holdings of all Korean libraries should be developed in the National Library.

(8) A union list of the periodical and other serial holdings of all Korean libraries should be developed in the National Library.

(9) Access by scholars to all Korean library materials should be improved through:

> Allowing admittance with minimal red tape to library collections by visiting scholars.
>
> Developing in all large libraries cheap photocopying services, to accommodate needs of local as well as remote "mail order" scholars.
>
> Permitting, when the two above methods cannot suffice, limited interlibrary loan.

(10) A centralized service should be established in the National Library to list and microfilm all current Korean newspapers, as well as back files, where they exist.

(11) The National Library should begin a centralized cataloguing and printed card service for all newly appearing Korean books.

(12) As increasing numbers of sophisticated school and public library systems are established (such as the one now being developed in Kyongsang Namdo), the advantages to them of centralized regional acquisition and cataloguing services should be explored.

(13) A low-cost, warehouse-type structure should be established on a site near the National Library. The structure should be a jointly owned stack for the selective retirement and deposit by Korean university libraries of their least used books, thereby increasing the incidence of use of books retained on their respective campuses. Such deposits could include many obsolescent Japanese texts, poorly selected English volumes, and other materials inappropriate to the current curricular needs of the participating institutions.

> Ownership of volumes so deposited could be retained by the depositing institutions, if that is felt needed in order to maintain at a high level their individual holding statistics. The interuniversity library facility should further be allowed to fulfill the natural role of developing leadership in interlibrary cooperation that will accrue in time from its peculiar central position in the joint affairs of the participating libraries.

(14) The Korean Library Association should broaden its program of activities to provide a focus for the energies of all library appointees in all kinds of libraries and of all age groups, and to attain maximum strength through unity of purpose and orientation. Concurrently, the younger librarians should be encouraged to work to achieve greater effectiveness within the KLA, rather than operating separately outside. And the Korean Micro-Library Association should orient its future development, not as a separate promotional venture, but rather as part of an organized unified National effort to develop a true public library movement.

> USIS, the Asia Foundation and other potentially interested agencies should be encouraged to support to the fullest the activities and programs of the Korean Library Association, so that it can fulfill its proper leadership role in the library community.

Library Education

(15) More scholar-librarians are needed who will in time be acceptable to university administrations for filling

library directorships. Their training should be encouraged through:

The strengthening of one or two truly graduate programs of library science, allowing thereby broader general education in the undergraduate curriculum.

The encouragement, through tuition waivers, release time work, or other devices, of practicing academic librarians to take additional advanced training in subject disciplines.

The making available of a limited number of scholarships to trained, experienced academic librarians who are dedicated to the improvement of Korean library service, for doctoral study in the U.S. or elsewhere. USOM and U.S. universities can be of important assistance in this area.

(16) Scholarships should also be made available to acquaint promising library students with new library methods, techniques and administrative operations in other countries, in particular with those of the U.S.

(17) Basic library education programs in Korea are well established; the Korean Library Association and other appropriate agencies should now devote some attention to the preparation of a concerted program of continuing inservice education of librarians, to assure their ability to adjust services and activities to the rapidly changing social need and the increasing availability of library machine systems.

(18) Library education has gained considerable momentum during the past decade; outside consultants should be made available to contribute to the continuation of that momentum into the important new decade now beginning. Training opportunities must be transported to where needs are; they must be practical; and they must be completed in available time. Thus, much of the effort of consultants should be concentrated in field training programs, institutes and workshops.

(19) Experienced library building consultants of flexible mind and imaginative judgment should be made available to

the next five public and next five academic library buildings to be planned in Korea--to aid architects in their efforts to understand likely future demands for library facilities and services. These should be U.S. library building specialists, who would spend one month per project.

Government Participation

(20) Library interests which currently are decentralized in the Ministry of Education should be brought together in a single separate unit, and given the additional fiscal support and political strength to put real "muscle" behind the current Korean Library Law and insure development and adherence to standards.

> In establishing a new branch concerned with library interests, there should also be considered the plight of newer educational media and a need more effectively to harness modern communications technology for the benefit of education. This should be accomplished without destroying or interfering with development of existing audio-visual, radio and TV services. A-V and other specialists should continue to be employed to serve in each area and, because the several areas have been developed separately, a degree of separateness should perhaps remain. But, at the level of National planning and organization within the Ministry of Education, a coordinated approach to the provision of communication and information services in library efforts is desirable.
>
> Among the tasks to be performed by the new library service unit should be a revision of existing regulations or laws, so that present civil service examination systems come under review regularly, and are developed to reflect more adequately library knowledge, interests and needs.

(21) The Central National Library and the National Assembly Library should be combined, and the single resulting agency greatly strengthened to provide the one great comprehensive research collection that Korea needs. The U.S. Library of Congress or the National Diet Library of Japan could serve in part as models, if care is taken to ensure that the responsibility of the Korean Government to its researching public is not disproportionately subordinated to its need for legislative reference service.

(22) Books should be made available readily and in quantity in the villages and cities through the establishment of a genuine public library system that will supplement the modest beginnings of the Micro-Library Association. The public libraries should be encouraged by National legislation and adequate financing, and should be managed by a strong central Library Bureau at the Ministry of Education.

(23) Civil service examinations for library posts should be revamped to emphasize the real needs of the positions, and directors of National and public libraries should be allowed greater autonomy in selection and recruitment of personnel.

(24) Private reading rooms represent a dramatic new development in Korea. To protect the students who have found them so important, the establishments should be required to meet certain standards in such matters as sanitation and fire protection, and should be licensed by a Government agency.

(25) Further development of the fledgling trend toward home circulation of library books should be encouraged in every way.

(26) The status and prestige of libraries and of librarians should be improved through encouraging recognition of their important roles as stewards of society's information stores. This should be done through (a) seminars for top level officials, (b) the establishment of a National book committee which would promote the book and library concept to the general public (both concepts have been covered in this report), and through such Government actions as increases in civil service status and pay.

CHAPTER 6

THE PRIVATE BOOK INDUSTRY

The history of printing with type in Korea dates back to the year 1101, when the Koryo Dae-Jang-Kyung ("Great Collection of Bhuddist Teachings of the Koryo Dynasty"), was published by means of wooden type, and to the year 1230 when the Sang-Jung-Ye-Moon ("Confucianist Standards of Manners") was published by means of brass type, over 200 years before Gutenberg's first use of metal type.

The monopoly of learning by classical scholars, and their almost-exclusive use of the complex, classic Chinese, however, kept printed materials away from the general populace in their daily life until the end of the 19th century, when Korea opened its doors to the outside world. The Japanese rule of the country also hampered the development of a book publishing and printing industry. It was thus, not until Liberation, slightly over two decades ago, that conditions became receptive to the development of a publishing and printing industry free from arbitrary restraints.

The Korean book industry burst forth in a rash of activity after 1945; high production under unstable conditions characterized the industry until the outbreak of the Korean War, when the infant industry was almost destroyed, and production was virtually halted. At the end of that War, there was a short upsurge in activity, followed by a period of retrenchment that ended with another upswing in 1958.

The Korean book industry is characterized today by rapid growth, sophisticated skills and distribution techniques, and a cost structure that has laid the grounds for the development of an export industry. It is also marked by a lack of professionalism, bitter intra-industry warfare, a high degree of instability, and a general lack of awareness of the important potential role of the industry in national development.

PUBLISHING AND PRINTING

The Publishing Explosion and Attendant Problems

Whatever ails the Korean publishing industry, its trouble does not stem from a lack of publishing firms. The number of publishers is not exactly known, and it probably changes from day to day, but best estimates place it at about 1,150. At the end of 1965, 720 publishing firms were registered with the Ministry of Education; the remainder are virtually inactive. 55 enterprises had their registration cancelled because they did not publish even one book in 1964-1965, and 206 new publishers qualified for registration by publishing one or more books. With this proliferation of publishers has come into existance a large number of "one-time-only" publishers, and -- despite a skilled labor force and modern techniques -- an excessive amount of low quality production.

This chronic instability is not helped by the overwhelming importance of the educational book market to the total picture (it will be recalled -- see Chapter 2 -- that 95% of all books produced in Korea are textbooks or student reference books). Nor is it assisted by the fact that export sales are circumscribed because few outside the country read Korean. Another contributing factor is the high cost of capital and the resulting difficulty faced in financing or maintaining a publishing venture.

> Of the 720 registered publishers, not more than 30-40 are considered to be important. The great number of small, inefficient, underfinanced, "in-and-out" firms is a detriment to Korea's publishing industry and to its healthy future development. We recommend that the Korean Government encourage the merger of publishing entities, through tax incentives and other advantages. Consolidations among firms would result in strengthened managerial, editorial and distribution competence, and the resulting larger, more reputable entities should be able to obtain more ready bank credit, at more favorable terms.

During 1964 and 1965, the book publishing industry was confronted with unrest in the universities and rising production costs. The suspension of all higher education in the summer of 1964, as a result of protests against the Government's policy for Korea-Japan normalization, led to an atmosphere in 1965 which was not conducive to book sales. And the devaluation of Korean currency from 130 won to 270 won to the dollar, resulted in 1964-1965 increases in the cost of paper pulp, book cloth and other imported items used in book manufacturing. Typesetting costs and a climb in interest rates for bank loans also increased production costs.

The "Series Boom"

In the face of these and other above-enumerated problems, the publishing industry experienced a surprising and a significant change -- one that helped make 1965 its most active ever. New patterns of book distribution, based on direct selling to institutions and individual readers, encouraged a trend toward the publishing of more expensive books and book sets. The trend, which has already had profound repercussions upon and within the industry, has undoubtedly been abetted by the rapid economic growth that has characterized Korea during the last few years, and by the fact that installment purchase has played a major role in the direct sales. We discuss this latter aspect later in this Chapter.

In the "series boom", the first such trend since Liberation, Korea's publishers have begun producing multiple-volume sets of classical literature and history. Chapter 4 outlined some of these new series for children. Other representative series include:

> A 60-volume set of "The World Literature Series", consisting of Korean translations of literary masterpieces
>
> A 50-volume "World Literature Series" by another publisher; and a 36-volume "Korean Literature Series", by still another
>
> "The Complete Works of Shakespeare", published by one publisher in five volumes, and another publisher in four volumes

A 7-volume "History of Korea"

A 5-volume series, "The Selected Korean Short Stories"

A 5-volume series, "The Negro Literature Series".

Among the elaborate large single volumes sold direct to individuals and institutions are "New English-Korean Dictionary", "A Dictionary of Economics", "A Dictionary of Law", and "A Great Dictionary of Christianity".

Some of the series have sold over 100,000 copies. One by-product of the trend toward more expensive books and book sets has been a depression among paperback publishers.

Professionalism Within the Industry

Virtually every chapter in this report records some phase of translation activity on the part of Korea's publishers; it has been further noted that much of the translation effort is done on an "informal" basis, without express permission of the original publisher -- possibly because Korea does not belong to an international copyright agreement.

This is not an unusual situation in the developing world, where publishing industries such as Korea's spring up suddenly, without a period of ordered development. And while it is not condoned, it is generally not regarded too seriously by original publishers, unless the translated product is exported. That practice and other "unprofessional" activities on the part of publishers have troubled many in Korea, and initial steps were taken in 1965 to do something about the situation. In September of that year, 600 publishers adopted a Code of Ethics, along the lines of the codes adopted recently by Korea's newspaper and radio industry. While the publication "Korea Annual 1965" points out that the book code fails to provide definite methods for its enforcement, and that there is no organ responsible for its enforcement, it is reported that the publishing of unauthorized translations, at least, is decreasing rapidly.

A major factor behind the increasing professionalism in Korean publishing circles is the National Book Publishers Association, which was founded in 1947. Its announced aims include promotion of industry research: improvement and cooperation among members; collection of helpful data*; sponsorship of "good" books, and discouragement of "undesirable" books; improvement of industry ethics (it was the sponsor of the Code); and promotion of books through annual awards, a Book Week celebration in Seoul, etc.

The Association membership includes almost all the active publishers in the country. It has a permanent staff of six, who handle the administration of the organization and its publishing activity. Privately financed, its major problem is lack of funds. Association leaders state that publishers cannot generate sufficient profits to afford dues that are needed.

The Association has two important publishing activities: (1) it produced the important volume "Books in Print, 1945-63" -- a comprehensive tome which lists all works published after Liberation, according to subject and title; to cover post-1963 activity, it issues Annuals. (2) The National Book Publishers Association also publishes a monthly, "The Korean Book Journal", soon to become a weekly, which disseminates news of Korean book publishing activity and trade information from other countries. The "Journal" is published in 5,000 copies -- 2,000 for sale through bookstores, and the remainder for free distribution to publishers, printers, librarians, and others interested in the book industry.

The Association is very much on the defensive. It complains about lack of communication with or support from the Government and the general public, and about the financing difficulties faced by its small-businessman members; and it is in deep conflict with bookstores and their association. All these subjects are discussed later.

Printing Skills and Export Possibilities

The printing industry of Korea is well developed -- it is capable of handling extremely intricate work, and of producing it rapidly in large quantities.

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* It will be recalled that national book statistics are based on the information the Association forwards to the Ministry of Education. See Appendix B.

There are about 1,000 private print shops and printing plants in the country, with the ten largest employing from 200 to 800 people. In Seoul, there are at least 170 offset presses, some of them quite large and capable of doing beautiful multi-color work; and over 400 letter press machines, exclusive of newspaper presses. It is estimated that fewer than one-fifth of Korea's printing plants produce books and periodicals. (The operation of Korea's largest printing firm, the semi-Governmental National Textbook Company, which produces National textbooks for the Ministry of Education, is covered in Chapter 2.)

The quality of Korean printing technique has reached a point that is not far short of the international level. While photo-offset and color printing lag behind, because of a shortage of proper book paper and printing ink -- the technical ability and capacity of Korea's printers has reached a point of excellence that is beginning to attract foreign customers. So much so that typesetting costs have risen appreciably because an increasing number of Japanese publishers, and in some cases U.S. publishers, have placed orders with Korean printers for typesetting and matrices. The increased competition for typesetting facilities has worked against Korean publishers, because most of them do not control their own production facilities.

Korea's competitive position in the international market is a reflection of skill and low labor costs. "Korean workers, with one of the highest literacy rates in Asia, have impressed foreigners with their diligence, manual dexterity and ability to learn new skills rapidly. With Korea's pay scale standing at only one-eighth of Japan's, one-fourth of Taiwan's and one-half of Hong Kong's, development of light industry involving a high degree of labor is beginning to yield impressive dividends in export trade."* Three examples that apply to printing suffice to make the point:

1. Korean letterpress printers have many contracts with Japanese publishers for labor-intensive composition work on dictionaries and intricately detailed reference works, which require meticulous typesetting in Japanese. (That language also uses "explanatory" Chinese ideographs). Many Japanese printers and/or publishers send their more time-consuming and costly work to Korea, for competitive reasons.

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* "Seoul Seeks End of U.S. Aid by '71", The New York Times, January 24, 1966.

2. A few U.S. publishers also purchase composition from Korean printers. Notable among these is a U.S. publisher of medical textbooks who has had type set and page proofs pulled in Korea for some 25 works. The proofs are shipped to the U.S., where they are printed, via photo-offset. The spread in labor costs between the U.S. and Korea is naturally even greater than the spread with Japan.

3. Since mid-1965, 910,000 paperbound offset, multicolored Vietnamese textbooks have been printed and bound in Korea for the USAID/Vietnam Textbook Production Project. An additional order is understood to be in process. Korea's printers won the contracts through competitive international bids.

Much, if not most of the credit for the development of Korea's export printing effort must go to the Korean Printing Industrial Cooperatives Federation, the industry's active trade association. The Federation, founded only three years ago, has 532 members (of which five are also publishers), and has eleven branches. The 500-odd small printers do not belong to the Federation.

This remarkable organization is private; its financial support is derived from two sources: (1) earnings from its brokerage services in the import and export of printing materials (its main source), and (2) membership dues. It arranges joint sales of printing materials. (For example, the Federation rather than individual printers negotiated the contract with USAID/Vietnam, and made sure that it was completed on time); fosters financial cooperation among members, standardization of printing practices, exchange of information on printing techniques; and engages in export promotion and the import of printing materials.

The skill, degree of organization, and the competitive ability of Korean printers is sufficiently high to form an advantageous base for a highly intensive export drive--once problems, such as the high cost and limited variety of local paper, are solved. We recommend that the Korean Printing Industrial Cooperatives Federation be assisted by the Government of Korea to solve these problems and, possibly with the help of USOM's Export Division, that it mount a promotional campaign to attract still more foreign customers.

PRIVATE BOOK DISTRIBUTION AND PROMOTION

Distribution of Textbooks

National textbooks, primarily for the elementary schools, are published and distributed by the Ministry of Education through its chosen instrument, the National Textbook Company (see Chapter 2). However, the Authorized and Approved books for secondary schools, products of Korea's private book industry, are distributed through private channels.

A decade ago, the private publishers sold their own books, visiting schools on an individual basis. The resulting "over" competition and chaos led to inefficiencies, and scandals that led the industry to organize the distribution of its school books on a more rational basis. They have organized a series of cooperative corporations that handle both production and distribution of the books. The individual publishers' responsibility is confined generally to the period beginning with the conception and development of the book, and ending the moment that the work is authorized or approved by the Ministry of Education. Then, the cooperative takes over.

This is a complicated, and in many respects, a highly sophisticated process. All active secondary school book publishers reportedly belong to two or more groups: All belong to The Korean Authorized and Approved Textbook Cooperative (the overall organization), and also to The Middle School Publishers Cooperative, The High School Publishers Cooperative, and/or the Vocational School Publishers Cooperative--depending on their specialty. There is much overlapping membership among the groups.

In addition to "controlling" competition, and reducing expenses through group distribution and promotion, the cooperatives have a key function--ensuring that the school books are ordered and produced on time. The production schedule for secondary textbooks is as short as it is critical. Although the academic year begins in March, only ten days after the close of the previous academic year--the Ministry of Education tends to shift teachers from one assignment to another during the between-semesters summer holiday. It is, therefore, not until after the return to school in September that the secondary level publishers cooperatives can safely send sample textbooks to teachers, or hold textbook exhibitions--secure in the knowledge that those who order books will be in the same schools, when the books are delivered.

To take care of this initial distribution at exhibitions and throughout the country, 2,000 sample copies are printed by the individual publishers. However, book orders are sent directly to the cooperatives, and the cooperatives--not the individual publisher--subcontracts the printing and binding, and assures on-time distribution. This latter is critical, for all the secondary school textbooks must be produced during the identical few months (mid-October to mid-January) that fall between the arrival of the orders and the time (mid-February) when the books must be distributed for the March academic year opening. Thus all the printers are busy concurrently.

The books are distributed by about 230 distributors, who have exclusive areas; individual bookstores may contract with the cooperatives at a 15% discount. The individual distributors, who collect the money from the schools, pay the cooperatives, not the individual publishers. The cooperatives thus serve as collection agents. The cooperatives also pay the author's royalties--sometimes direct, and sometimes through the publisher.

The cooperatives stock up on paper for the rush end-of-the-year printing season, and provide printers with the needed amounts. They are authorized by the Medium Industry Bank to borrow money to pay for the book paper. The individual publishers pay the cooperatives for the paper used in their books, and the cooperatives then repay the loan which has been incurred.

Profits of the cooperatives are generally distributed according to the shares of stock possessed by member publishers. This in turn usually depends on individual firm records of previous sales, compared to the total.

A successful variation of the general rule has been used by the Middle School Publishers Cooperative, which has functioned under unique ground rules, since the recent comprehensive revision of the middle school curriculum, one year ago. All textbooks for the three grades of middle school have had to be rewritten, to conform to the changes. However, as noted in Chapter 2, the Ministry authorized only 7 new titles per subject, rather than adhering to its normal practice of authorizing as many as met its standards. In the face of this, the Middle School Publishers Cooperative formed special groups among the 7 selected publishers per subject, with the stock in all cases divided into 7 equal portions.

Under this arrangement, each of the 7 middle school publishers shares equally in the overall profit of the cooperative--whether 100,000 copies, or whether 1,000 copies of its textbook are sold. Since the books are usually written in series of 3 (one for each of the middle school grades), high sales for one grade are usually followed by high sales in others. After the books have been initially promoted, the cooperative (like the others) takes over the remaining work of printing and distribution.

Why then do individual middle school textbook publishers continue to spend money promoting their own books--when they share equally in profits, whether or not their products sell well? Because of two reasons: (1) concern for the firm's reputation and its selling record, and (2) to keep the often greatly-sought-after author a happy member of the publishers' "stable" (authors' royalties, usually 10%, depend directly on sales).

In June 1966 the Ministry of Education cancelled its year old policy designed to limit publication of middle school books to 7, and announced a reopening of the lists to all textbooks that met its standards. Applicants were asked to submit sample copies of their manuscripts by July 5th. The new policy revision will certainly change the unique profit-sharing procedures so recently developed by the Middle School Publishers Association.

Because colleges and universities choose their textbooks freely, and without adherence to Ministry standards, competition is intense -- particularly at the freshman level. University level publishers usually send sample copies to pertinent colleges and subject teachers. In the many instances where the subject teacher himself has written a textbook, the competition is, naturally, not so intensive. The university bookstore usually purchases textbooks at 80% of selling price, and sells them to students at a 5% to 10% discount. Few pay list price for any kind of a book in Korea. Publishers have been known to pay instructors a commission that averages 15%, for adoption of a university level textbook (the secondary school publishers, through their cooperatives' control over competition, have sidestepped this practice).

Distribution of Other Books: Bookshops vs Direct Sales

In the wake of the "series boom" for non-textbooks, and its emphasis on direct sales rather than sales through bookstores (described above), over one-half of the bookstores in Seoul closed down during 1965. The practice of direct selling has obviously brought about fundamental changes in book distribution. The bookstore system was never fully developed outside of Seoul and a few large cities, and the relations between the bookstores and publishers have long been acrimonious.

Bookstores have complained about the publishers' practice of giving different discounts to different stores; about their granting larger discounts to some direct customers than to bookstores; and about their practice of distributing expensive, large books and sets through direct sales, while confining bookstore distribution to inexpensive, small unit-price books. The publishers, on the other hand, have pointed out that the bookstores, often undercapitalized, are unable to promote books aggressively; that some insist on buying on consignment, that is, paying for a book only after it has been sold; and that bookstores frequently delay or refuse to make the payments on books they have sold.

As a result of the mutual disillusionment, publishers have begun to send their salesmen to individuals, schools, libraries, factories, banks and business firms, to take orders on a three to six-month installment credit basis. Publishers have found the practice more satisfactory, and the idea has quickly spread. There are now about 70 firms employing book salesmen assigned to districts, and they handle about 200 books or sets of books. Some publishers have their own sales force, and at least one has its salesmen on a direct salary--not commission basis (this sound sales practice is to be applauded).

Book salesmen have encouraged the trend toward installment selling and toward larger books, expensive binding, and books published in sets, because of the greater margin of profit they entail. As cited previously by example, a trend toward non-fiction, and world literary masterpieces stands out in the new pattern. For non-school books, direct salesman receive a 10% to 20% markup; bookstores usually somewhere between 20% and 30%, but many bookstores have always discounted heavily.

The Federation of Korean Book Sellers has become alarmed over the by-passing of booksellers, and the desperate plight of many who still remain open. To date, it has apparently not found a practical formula to cope with the situation. Many of the problems revolve around the myriad tiny book stalls trying to get along in an increasingly businesslike industry. The following excerpt from the field notes of a member of the Book Survey team transmits the "flavor" of this dilemma:

> "The bookstores want full credit on books returned after a reasonable length of time, possibly 9 to 12 months. They also want more liberal credit terms from the publishers. Both of these suggestions would be difficult to initiate here, and a trip to one of the marginal stores clearly shows why.
>
> "The book stalls present an indescribable condition for displaying and selling books. (There must be almost 100 of these so-called bookstores in the East Gate section of Seoul alone.) The dirt floors, and rough shelving open to the weather (dust and water) must result in shelf-worn copies in just a matter of days. Returns seem impossible in such cases, because they could not be treated as new stock by the publisher.
>
> "Their physical condition may very well explain why many bookstores have been accused of price cutting. If they have a soiled book on their shelf which hasn't sold, and which cannot be returned, their only alternative is to reduce the price.
>
> "It is doubtful whether publishers are going to extend credit to these stores, either, so the vicious cycle continues. This is a case where the bookstore with sound merchandising methods and an adequate physical plant will survive, while the others fade out of the picture."

Korea's principal book distributors are located in Seoul; they distribute throughout the country by means of provincial outlets in the larger cities. Several are owned by the larger printer/publishers, for which, in effect, they act as wholesale agents, selling to bookstores in the smaller cities and towns.

The Korean Publishers' Cooperative represents the leading cooperative book sales organization. Composed mainly of trade book publishers, but covering some who produce books in a wide range of fields, it has 103 members who have 42 bookstores in Seoul which serve as sales outlets, and 37 provincial wholesale distributors in the remainder of the country. The Cooperative warehouses the books of its members and fills orders from this stock--reimbursing the publishers when the books are sold. The Cooperative is supposed to be the exclusive outlet for its members' books; however, it is doubtful whether this rule is policed rigidly or functions at 100% efficiency.

The Cooperative sells entirely through bookstores--no direct sales. It appears to fear the thought of salesmen; states that they are too difficult to control. The Korean Publishers' Cooperative extends very tight credit terms to bookstores; payment is expected on any account within 2 weeks. Returns are the exception, rather than the rule.

Advertising and Promotion

We have previously noted that bookstores have not the financial structure to support advertising and promotion; this activity is confined to publishers. Some publishers visited by members of the Survey Team use various advertising techniques--newspaper advertisements, direct mail circulars, and catalogs of titles in print. Radio and television have been tried in one or 2 cases, but all approaches have been made on a sporadic and limited basis.

In the case of school books, the promotional effort seems more sustained; witness the sample copies which are distributed to the schools, and the textbook exhibitions. More, however, could be done, including more active participation by publishers, via book exhibits, at meetings of educational organizations and of librarians. As for the student reference books which comprise so large a part of the non-textbook market--several of the larger publishers assign salesmen to promote them.

Nevertheless, the overall advertising and promotional effort is relatively weak and sporadic. Korean publishers have not seen dramatic advertising results, and do not appear really to believe in it. They seem to be waiting for the Government to develop reader interest, rather than making promotion a forceful part of their own sales effort.

IMPROVING INDUSTRY METHODS AND COOPERATION

The book habit is most successfully and most efficiently promoted when all members of the book industry - printers, publishers, booksellers and distributors - work in unity and harmony. Although Korean book publishers have achieved in many school book areas a high degree of sophistication that manifests itself in purchasing, production and distribution cooperatives and other forms of joint endeavor--the non-textbook industry is characterized by "over-competition", rapidly shifting channels of distribution, new trends in the book market, and bitter internecine warfare between publishers and booksellers.

To assist the efficient development of the Korean book industry, we suggest that a number of specific steps be taken:

1. A Survey of Book Industry Distribution and Promotion.

Many of the difficulties of the Korean book industry result from its extreme youth, its atypical development, and the lack of professionalism on the part of its relatively inexperienced members. It is in dire need of outside, professional technical assistance in the area of distribution and promotion.

We recommend that a project be developed to bring to Korea for 3-6 months a top-level book marketing specialist for the purposes of (1) analyzing current book distribution and promotion practices, and (2) recommending steps to eliminate problems, minimize inefficiencies, and (3) strengthen or develop the growth of rational, modern distributive and promotional techniques. He would subsequently develop a plan for follow-up workshops, which could become a force for continuing education in book industry marketing methods.

In view of the Asia Foundation/Korea's active interest in this field, the project might be a joint USOM-AF project.

2. Cooperation Between Publishers and Booksellers

Neither publishers nor booksellers completely understand the problems of the other; there is a marked lack of confidence between the 2 groups. Representatives of the publishers' and the booksellers' trade associations should meet jointly and regularly to exchange grievances, discuss problems, and importantly, seek practical, rational solutions.

Both have the identical aim--the spread of the reading habit, and the maximum sales of books. The book industry is different from many others; each good book sold tends to create a demand for another, and then still another book. It is in common action, not in internal bickering, that the book industry will progress.

3. Periodic Joint Meetings Between the Ministry of Education and the Private Book Industry

The existence and success of most Korean publishers depends upon school-related book sales - textbooks, study guides, and reference books - the market for which is shaped by the actions of the Ministry of Education. It is clear that much depends on the harmonious relationship and the intercommunication between both sides.

Although there is, of necessity, contact on an individual basis between private publishers and the Textbook Compilation Bureau, there has reportedly been little between the Ministry and the private industry as a unit, and no contact with the Minister himself.

We recommend that there be frequent and regularly scheduled conferences between representatives of the private book industry and officials of the Ministry of Education for the mutual consideration of plans and problems--so that the short and long term requirements of the Korean educational system may be more efficiently satisfied.

4. Establishment of a National Book Center or Trust

The creation of a Korean book center or trust, to promote the reading habit and bring together in common effort the private and public book industries, the libraries and Government agencies, is highly desirable in light of the current lack of communication among these related elements.

In addition to reducing misunderstanding between the private and public sector and between the book publishers and booksellers, the center could promote public interest in books and reading. Thus, Great Britain has its National Book League, and the U.S. its National Book Committee.

> The latter, for example, is a society of citizens devoted to the use of books. Its purpose is to make books widely available, and encourage people to read them. It is independent and non-profit. Its membership includes many in the book industry, but is not limited to them. It does not concern itself with the exclusive interest of the book community except where that interest is demonstrably and unequivocally identical with the public interest. It stands ready to serve that community in an advisory capacity on questions involving the public interest.

UNESCO has assisted in establishing book centers or trusts in a number of Asian countries, including Ceylon, Pakistan and India, which represent the wide spectrum of those who produce and use books. It might be able to provide assistance in the creation of such a body in Korea. The Korean National Book Committee, formed under USOM/TCR sponsorship might well provide a nucleus for such an organization.

HUMAN RESOURCES AND NEEDS

Editors: Although the creative and managerial activities of the subject editors in the Ministry of Education's Textbook Compilation Bureau prove that the editorial process is not unknown in Korea, there is little evidence of a similar development in the private sector. Several of the private secondary school book publishers include on their staffs people who perform the simpler editorial functions; with training and experience, they too could develop into editors. The problem in this regard is not the lack of people with editorial competence, but rather (1) the relatively simple character of the examination-oriented textbooks, which hampers the development of the complex skills that are necessarily involved in the creation of a multi-dimension work, and (2) the present system of textbook pricing, which provides little economic base for the research and developmental costs involved in the editorial process.*

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* Appendix E outlines the "editorial process" and its key role in the school book publishing process in the United States.

School book authors: Korea's Ministry of Education and the faculties of the colleges and universities contain many people capable of writing the uncomplicated textbooks based on the elementary and secondary curricula. The content of the books is generally circumscribed by its single dimensional aim, and there is relatively little use of textbooks to help solve the problems of teacher training, individual student differences, and so forth. At the university level, there are many authors, and most publish for prestige purposes; but good teachers are not necessarily good authors, so that the resulting textbooks are of widely varying levels of competence.

Unlike most authors of school books, those who create the private secondary level books can earn large sums. Authorized books are generally written in a series of 3--one for each grade of the middle or high school. Thus, the author of a popular middle school science series which averages 130 won per book and which sells 300,000 in all 3 grades combined, will receive about 3,900,000 won ($14,444) per annum with the standard 10% royalty. Many of the popular textbook authors also write accompanying student reference books.

Translators: Korea has an ample supply of good translators and adapters, both for non-technical and for technical books, as has been amply noted throughout this report.

Production technicians: The country also possesses competent book production specialists and copy-editors. Its book illustrators and designers are skilled and show a great deal of imagination. Nothing more than in-service training programs are apparently required for these specialists.

Printing technicians: Although there is a lack of sufficient data on the current status of skilled workers in the printing field, there is obviously no lack of skill among Korean typographers and printing technicians. Seoul Technical High School's Department of Printing has only graduated about 500 specialists to date, but printers find it easy to train their own technicians on-the-job. Some of the skilled specialists receive training in Japan and West Germany, and are recruited from among college graduates.

Management: Executives and managers now direct the publishing and printing operations in both the private and public book sectors; the question is thus one of experience and capability, rather than availability. The multiplicity of tiny, overly competitive printing and publishing establishments (and, incidentally, of bookstores) and the marked instability and short business life of the small businessman, attests in part to the lack of managerial skills and experience of many of those concerned. Among the larger publishing and printing enterprises, there is naturally relatively greater know-how, and in some instances top-flight expertise. However, "unprofessional" practices are widespread in some sectors of the book industry, and acrimonious disputes still rage. And, as we have noted, there is great need for improvement in marketing and promotional skills and techniques.

FINANCING FOR THE INDUSTRY

This Chapter on the private book industry closes with a short discussion of the financial framework within which Korean publishing and printing is conducted.

The instability of prices has naturally affected the book industry greatly. Although inflation is now under control, the 34% and 7% increase in the wholesale price index in 1964 and 1965, respectively, was echoed in rising raw material and labor costs for both publishers and printers. The devaluation of the Korean won to one-half of its former value, during the same period, also forced sharp rises in the cost of imported raw materials and other items.

Business under such conditions is difficult. It is rendered even more arduous in the face of concurrent increases in the interest rate for business loans. On September 30, 1965, the interest rate on commercial bank loans was increased to a maximum of 26% per annum, from the previous ceiling of 16%; and the punative interest rate on loans in arrears was raised to 36.5% from the previous 26%. Rates for private loans run as high as 60% and more, per annum.

In spite of this, printers apparently have no great problem in raising capital (much, incidentally, is raised through the family). And the Government-sponsored Medium Industry Bank lends money at less than commercial bank rates to the

Korean Printing Industrial Cooperatives Federation, for its joint purchases of paper and other raw materials.

Publishers, however, claim to be in dire financial straits; they report they are unable to obtain loans from Government-sponsored banks, which offer special low rates, and have great difficulty paying at commercial rates, when they succeed in obtaining such loans. The Korean Book Publishers Association is trying to convince the Government that the importance of books in national growth is such that publishers should be accorded the same priority status for loans from the Government-sponsored institutions that export manufacturers are granted. Publishers are reportedly eligible for loans from the Medium Industrial Bank, but have difficulty meeting the loan standards involved.

CHAPTER 7

PAPER FOR KOREA'S BOOKS

PAPER CONSUMPTION

Korea's per-capita consumption of all types of paper, including newsprint, "wood free" and other printing papers, kraft paper, and board and paperboard is higher than that of many of its neighbors, but is still fairly low on the scale. Table 9 shows that Korea's 1964 figure of 10.9 pounds per person was about 7% that of Japan, 23% of Taiwan's and 78% of the Philippines'. From 1956 to 1964, Korea's per capita consumption more than doubled.

Table 9. PER CAPITA PAPER CONSUMPTION OF EAST ASIAN COUNTRIES, 1964 (in pounds)

Japan	163.0	South Korea	10.9
Hong Kong	103.5	Thailand	7.7
Taiwan	47.8	Laos	4.0
Malaysia	21.0	Cambodia	3.0
Philippines	14.0	Burma	2.5
South Vietnam	12.0	Indonesia	1.7

Source: Korea Paper Manufacturers Association

Printing facilities seem sufficient for current needs of the Korean book industry, but there is a lack of sufficient variety in the local product. This fact (plus the cost factor) forces many publishers to use either newsprint or offset paper (wood free book paper). Some printers maintain that the quality of the locally-produced product often leaves much to be desired.

The Government of Korea protects its paper mills against foreign competition. In addition to a 30% import tariff on newsprint and other types of paper used in books, it is now quite difficult to obtain permission to import the types of paper that are produced locally--unless there is an emergency situation, such as that caused in 1965 when, with the complete change in middle school curriculum, paper demand for new textbooks exceeded production.* Another reason for the discouraging of paper imports is the Government's foreign exchange problem.

Korea's production of all paper and paperboard has undergone a dramatic growth during the past decade. The 1956 production of 10,000 tons leaped to 121,000 tons seven years later, and reached 141,150 tons in 1964. The 1964 contribution of the paper industry to the manufacturing Gross National Product was about 2%, with over 8,000 employees. Although it includes many cottage scale operations, it has become one of Korea's big and modern industries, and supplies the major paper needs of the nation. Only newsprint continues to be imported in significant quantity.

In 1965 local production of newsprint (used in most textbooks) was 45,400 metric tons, while 2,062 tons were imported. For other printing and writing paper, production in 1965 was 29,400 tons, of which 200 tons were exported; only three tons of such paper were imported. The National Textbook Company, producer of the National textbooks, consumes about 4,500 tons of newsprint and offset book paper per year.

PULP AND SCRAP PAPER

Pulp is a quite different story. Mechanical wood pulp is the chief type of pulp made in Korea; it probably represents the most economical type which can be made in a country which must depend on imported lumber and limited supplies of local lumber. Somewhat under three-quarters of the pulp consumed in Korea represents imported pulp.

In 1965, 65,721 metric tons were imported, while Korea's local production in 1964 was 25,300 tons--a 10% rise over the 1963 figure, and almost four times the 6,900 tons produced in 1956. Imports of mechanical wood pulp and semi-bleached kraft pulp are free of import duty; all other pulps, and wastepaper and paperboard have a 10% tariff.

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* Approximately 30% of the paper used in the 1965 middle school textbooks was imported. In this and similar cases, the Ministry of Education first requests the Ministry of Information to authorize the importation.

THE HIGH COST OF BOOK PAPER

In Korea, paper is one of the major cost components in textbook production. Depending on the size and nature of the book and the type of paper used, it averages from 40% to two-thirds of total production cost. Chapter 2 points out that paper accounted for 51% of the 1965 production cost for the National Textbook Company, which uses mainly newsprint. For the wood free printing paper, which we recommend for the longer-lasting, upgraded National textbooks of the future, the paper cost-to-total percentage will be even higher.

In the industrialized countries, book production costs fall sharply with an increase in the number of copies printed, because paper is a less important item in the cost structure. This is not so in most developing countries. In the case of Korea, the percentage of paper to total production cost is higher than in other East Asian countries visited by the Book Survey Team. What is more--and this is startling for a country with low overall labor costs and a rapidly expanding export effort--Korean newsprint is priced above the world market.

The National Textbook company reported paying these prices for authorized purchases in 1965:

Local Korean newsprint - 52,000 *won* per metric ton
Canadian newsprint - 48,000 *won* per metric ton
Japanese newsprint - 47,500 *won* per metric ton

Thus Canadian and Japanese newsprint were almost 8% and 9% less costly than the locally manufactured product. This despite the 30% duty on imported newsprint.

Since 1961, when the Government forbade the importation of newsprint and wood free paper (except in "emergency" circumstances), the price of paper has risen sharply. Although the recent devaluation automatically made the imported product twice as expensive as formerly, the price of the domestic product is, as we have just noted, even higher than that which is brought in to the country. Furthermore, it is still rising, although somewhat more slowly than formerly. Between August 1964 and September 1965, the price of domestic wood free paper rose about 14%, while the price of newsprint rose only 3%.

Although the moderate nature of recent rises in the cost of domestic paper is attributed by book industry sources to an increasingly competitive situation--many report that prices have a long tradition of manipulation, and pricing is frequently based on the imported cost of the product. Whatever the reason, the present cost of local textbook paper appears out of line.

Paper is too large a cost element in Korea's school books to permit inequitable pricing. With free elementary school textbooks in the offing, additional efforts must be made to reduce book paper costs, fast. We thus recommend that the Government, possibly through a study by the Korean Productivity Center, investigate the pricing policy of local paper mills, to determine actual production cost and savings that may be effected. Depending on the findings of the survey, the Government might then reduce the tariff on imported schoolbook paper, or eliminate the duty altogether.

* * * * *

Ink, metal plates (zinc, copper and aluminum), and chemicals for printing also present problems, because of the lack of foreign exchange--and shortages have occurred in all of these. Ink, required by law to be of domestic production, is considered to be of poor quality by a number of printers.

CHAPTER 8

BOOK ACTIVITIES OF NON-KOREAN AGENCIES

Foreign agencies have furthered Korea's educational effort; have played a significant role in the development of Korean libraries, and librarianship; and have provided some help to the local book industry. This Chapter briefly covers recent and current activities of the four most active outside-financed organizations: (1) The Asia Foundation; (2) the Agency for International Development; (3) the United States Information Service; and (4) the National Commission for UNESCO, which although it is a Korean entity, receives its financing from the international UNESCO organization.

There is an informal coordination of efforts among these 4 entities--particularly in the case of The Asia Foundation, USOM, and USIS, which at times provide joint financial and technical assistance, and which in any case work closely and harmoniously with one another.

THE ASIA FOUNDATION

The Asia Foundation program in Korea is unusually imaginative and comprehensive. Its book and library-related projects have covered a wide range of activity including support of teacher-librarian training projects of the Korean Library Association, support of the Micro-Library idea, strengthening of library education programs, encouragement of librarian study groups, procurement of special materials needed by Korean scholars, financial support for research studies, and a variety of pilot projects including work in science education. Among the many highlights of recent Asia Foundation activity, we list a representative few:

> Donated Book Program: In 1962, the Korea office of The Asia Foundation started distributing books, mainly in large quantities, to school and university libraries--many of them through the Ministry of Education. The distribution system was later changed to put emphasis on the needs of individual professors, scholars and

intellectuals, while maintaining limited distribution in quantity to libraries. The recent CERI study shows that, by 1964, The Asia Foundation had distributed 50,410 books--26% of the total donated by major foreign agencies. The overwhelming proportion of Asia Foundation books are related to the social, pure and applied sciences.

The books are part of the Foundation's "Books for Asian Students" Program, which provides volumes donated in a continuing U.S.-wide book collection program, to students, scholars and teachers who need contemporary English language university level textbooks and reference works. The Korea office of the Foundation has also been shipped over 77,000 journals by its U.S. headquarters organization.

At present, Asia Foundation books are distributed by 3 main methods: (1) a traveling provincial book exhibit, at which invited teachers may select 5 books of their own choice; (2) periodic lists of new book arrivals, which are sent to 3,000 teachers, who also may each select up to 5 titles; and (3) donations to libraries, within the context of broader assistance programs of the Foundation--these include the Korean Library Association, the Foreign Service Institute, the Korean Federation of Educational Associations, the Korean Research Center, and many other special and public libraries.

English Language Teaching: The Asia Foundation has been interested since 1955 in improving English teaching in Korea. In cooperation with Yonsei University, it established a pilot project (1) to develop a new over-all English syllabus for the university level and (2) to promote modern principles of foreign-language teaching among secondary school teachers. It provided funds for the establishment of language laboratories; for vacation workshops and evening courses for secondary school teachers; and for the development of teaching materials and a radio program.

The Yonsei experience led to similar assistance to other universities, including Pusan National University, Kyongpuk National University, and Cheju National University. More recently, the Foundation established an experimental class in English language teaching in the secondary school at Seoul National University's College of Education; and it is funding work at the Language Research Center to standardize the university entrance examination.

Help to the Korean Research Center: In a typical institutional development project, The Asia Foundation helped found the Korean Research Center--a central research institution with facilities for social science research. The Foundation's assistance included a substantial grant for a building to house the Center's library; many volumes for the library; and support for its research program.

The Foundation has also been active in many specific fields of education. In the field of legal education in Korea, for example, it supported the Graduate School of Law of Seoul National University through the donation of a comprehensive collection of English language legal reference works and Japanese materials, and provided a grant for training in the U.S. of the first law librarian in Korea.

AGENCY FOR INTERNATIONAL DEVELOPMENT

AID's book-related assistance comes under two general headings, (1) projects funded by the Central Book Activities unit of AID/Washington's Office of Technical Cooperation and Research, and administered by USOM; and (2) projects that are both funded and administered by the Mission itself.

AID/TCR's Central Book Activities

USOM/Korea has administered four Central Book Activities Programs:

National Academies of Sciences (NAS) Experimental Science Book Program

$35,000 was allocated under this project in 1964, to provide about 3,000 volumes in the natural and social sciences to 32 participating Korean institutions (18 universities, 6 colleges, and 8 research institutes). Policies and guidelines for the selection and distribution of books under the project were determined by a five-man National Book Committee composed of Directors of the Higher Education and Textbook Compilation Bureaus of the Ministry of Education, and representatives of Yonsei and Seoul National Universities, and USOM.

Selected under the project were reference books in chemistry, physics, geology, geography, geophysics, mathematics, science, engineering, medicine, agriculture, biology, and botany. Each of the recipient institutions paid 15% of the list price of the books with UNESCO Coupons; CBA funded the remainder.

The CBA/NAS project proved to be extremely successful, to a large extent because the participating institutions were able to make their own selection of titles under the project guidelines, and because the project activity within Korea was handled by a local National Book Committee. Subsequently USOM allocated $8,000 of its own funds to continue the program, and is planning to add another $35,000-$40,000. It is anticipated that recipient institutions will pay 30% of list price of the books with UNESCO Coupons.

Under the USOM-financed program, it is hoped to expand the project scope by including other disciplines and areas--for example, books in the humanities and social sciences, and scholarly and professional journals. USOM hopes to make this a continuing program.

Elsewhere in this report, we have noted the great need for shelf enrichment--particularly for high level books and periodicals of this type. There are severe gaps in the collections of the various Offices of Rural Development, the National Industrial Research Institute, the Korean Productivity Center, and in the libraries of universities, colleges and other research organizations. USOM funds are limited. We therefore suggest that TCR/CBA investigate the possibility of funding new sums for the procurement of such material--either within the NAS context or in newly-developed programs--so that USOM and the National Book Committee can provide an expanded group of self-selected books and journals to the Korean professional technical and scientific communities.

American University Presses Book Project

Two sets of a collection of almost 300 scholarly books published by U.S. University presses have been provided to Korea University and to Seoul National University. The first collections of 174 titles were presented to the institutions in 1964; the second collections of 112 titles were presented the following year. The project was designed to demonstrate the potential role of a university press in meeting book needs.

Textbook Depository Library

This project is providing the Ministry of Education with a set of 1,000 U.S. secondary school textbooks and teachers manuals. The library will function as an educational materials reference center, permitting the Ministry to use the books as guides in the development of curricula and the fitting of textbooks to the curricula. The collection was due to arrive in late summer 1966.

We recommend that a second set be procured for the Korean Book Publishers Association, whose members produce almost all of the secondary school books.

Elementary school textbooks constitute the largest book market in Korea, representing 83% of all textbooks published. In view of this fact, we recommend that the Central Book Activities further expand the Textbook Depository Library project by providing equivalent collections of U.S. elementary school textbooks. The libraries would include teachers' manuals and workbooks, and also new types, such as programmed instruction books, and self-study books with correlated audio-visual aids. Two sets of elementary level depository libraries would be provided: one for the Textbook Compilation Bureau, and one for the National Textbook Company.

In addition, an elementary level set and a secondary level set of these books might be provided to the Central National Library.

National Development Reference Libraries

> This is a CBA project designed to put into the hands of motivators of change, balanced sets of U.S. books relating the various segments of the national economy to the growth process. One of the 266 title collections was presented to the library of the Economic Planning Board; the other is housed at the USOM library.

AID's Central Book Activities has also sponsored the Wolf Management Services survey of developmental book activity in Korea, of which this is the report.

USOM/Korea

USOM/Korea has funded two massive multi-year education projects that have influenced importantly the development of school books and libraries in Korea. The first of these was a contract with the University of Minnesota, for assistance to various colleges of Seoul National University; this activity included the strengthening and development of teaching and educational research in the broad fields of agriculture, engineering, medicine and public administration.

The second major contract was with the George Peabody College of Teachers, for diversified work with normal schools and teachers colleges. Principal areas of emphasis included development of a school for training librarians; a continuing series of workshops, seminars and demonstrations of scientific teaching methods; the rehabilitation of libraries; and aid to the Central Education Research Center.

USOM, in addition, has funded a number of more modest efforts:

> Specialists working for its Education Division have, through various projects, organized curriculum, developed course manuals, and stocked and organized the library of the Republic of Korea Merchant Marine Academy; developed a basic library for linguistics, installed a teaching laboratory, and provided basic instructional materials for the Language Training Center on the SNU campus; and helped develop workbooks for the vocational high schools. The Education Division is sponsoring a continuation of the original CBA/NAS book program, as noted above.

USOM's Industry Division has provided English language books and periodicals in the physical and mathematical sciences to the National Institute of Industrial Research (which now has the largest technical library of its type in Korea); and has just purchased three sets of books and periodicals for the Korean Productivity Center offices in Seoul, Taegu and Pusan.

The Agriculture Division has, as we have pointed out, provided books and periodicals to the Office of Rural Development's Agricultural Information Center at Suwon, and to the field offices of the ORD.

The Communications Media Division produces demonstration pamphlets for ORD, such as "Bench Terracing"; and produced the first two issues of "Korean Observer", the journal for returned Participants. It also develops audio-visual material for USOM-supported training programs and exhibitions.

UNITED STATES INFORMATION SERVICE

The USIS operates libraries in several cities in Korea. It has provided financial and moral assistance to young Korean librarians in modern library concepts; has assisted in the development of the "series boom" (see Chapter 6) through its translation program; and provides local support for the Informational Media Guaranty program (see Chapter 1). It also is active in a number of developmental book-related sectors:

USIS Donated Books: Between 1960 and 1964, almost 130,000 books were donated by USIS/Korea to libraries; an additional 7,000 were presented to individuals. The program peaked in 1962, when over one-half of the total were donated; the program declined sharply after that. During the five year period, USIS book donations equaled almost 70% of those presented by foreign agencies.

Textbook Translation Program: In this program, financed from the sale of U.S. agricultural surpluses under P.L.480, USIS helps Korean publishers to bring out Korean language editions of U.S. university level textbooks in chemistry, physics, political science, sociology, history, law and education; the titles are selected by consultation with university department heads. USIS pays all translation cost and about 45% of the production cost; it also contributes the paper. The local publisher pays the remainder of the production cost and the language rights.

The textbooks are sold through regular commercial channels to university students in the main Korean universities. From 1,500 to 3,000 copies of each title are printed; average selling price per volume is about 550 won ($2.03). 2 titles were published under the program in 1961; 9 in 1962; 14 in 1963; 2 in 1964 and 4 in 1965. Under the P.L.480 program, the PSSC physics book was published; it is used largely in teachers colleges for the training of science teachers. Chem Studies is to be done.

English Language Teaching

Most of USIS' English language teaching program is an adult education effort by volunteer teachers (military personnel, USIS wives, and so forth); there is no direct or organized program conducted by USIS, which, however, supports workshops, seminars and panel discussions. Workshops are held for the volunteer English teachers; the September 1965 sessions were conducted by the American Women's Club in cooperation with the USIS Seoul Center. Films are used in in-service training of secondary school teachers; USIS also assists the weekday one-half hour "Lets Speak English" program on KBS-TV.

Ladder Books: These are simplified, low level English versions of works of American literature, which use 2,000 to 3,000 word vocabularies. They are purchased in bookshops by high school students and college freshmen. Most of the books are imported from the U.S.; however, when desired titles are no longer available, they are reprinted in Korea. Seven have been printed to date, and three more are on the way. 23,000 Ladder Books were sold in 1964; 19,000 in 1965. The imported versions sell for about 70 won (26¢); the locally printed versions (which contain from 1,000 to 2,000 words) are printed in 2,000 copy editions and sell for about 250 won (92¢).

THE KOREAN NATIONAL COMMISSION FOR UNESCO

The Korean National Commission is a national organization which is responsible for implementing the various educational programs of UNESCO headquarters in Paris. It was founded in 1954. As we have already noted, the Commission was instrumental in the construction of the National Textbook Company printing plant, and it administers the UNESCO Gift Coupon Program, which is used for periodicals, microfilms and various types of audio-visual materials, in addition to books. The Commission distributed $250,000 of Coupons in 1964. In addition, it has performed other pertinent services in the development of books and libraries, including:

> Distribution of gift books and periodicals from 9 countries for the reconstruction of 19 university libraries destroyed during the war; the largest contribution, comprising some 30,000 volumes, came from the Smithsonian Institution.
>
> Publishing of books concerning UNESCO activities and other subjects. The most important of these has been the 700-page Korean edition of "Unesco Korean Survey", and the subsequent 936-page English edition of that work, which serves as the international source of cultural information on Korea. The National Commission also publishes the monthly "Korea Journal", which covers various aspects of the country's education, sciences and culture.
>
> KORSTIC, the Korea Scientific and Technical Information Center (see Chapter 6) was begun by UNESCO, which funded operations of that scientific documentation center for 2 years.
>
> The National Commission also collects statistics on books published in Korea, and related areas.

APPENDIX A

SOCIAL AND ECONOMIC BACKGROUND NOTES

Population and People

Korea is a mountainous peninsula about 600 miles long and 135 miles wide, located in northeastern Asia and projecting southeast from Manchuria. Japan lies about 120 miles to the east on the Sea of Japan. To the west, separated by the Yellow Sea, lies mainland China.

The Republic of Korea, bordered by North Korea on the north, extends southward 350 miles from the 38th parallel. It contains 38,035 square miles of land, of which one-fifth is cultivated. Ranges of moderately high mountains cover great portions of the country. No part of the peninsula is more than 90 miles from the sea.

The total population of South Korea was 28,649,176 at the end of 1965. The country has been beset by a chronic population problem, which has hindered economic growth. The present rate of population growth is high, although it has abated somewhat during the past few years. The annual increase was 2.9% between 1956 and 1961, 2.8% from 1962 to 1964, and 2.7% in 1965. With about 750 persons per square mile, South Korea ranks with Japan and Taiwan in density of population. The population is concentrated in the Seoul-Inchon area and in the fertile plains in the southwestern portion. Although the urban growth rate far exceeds that of the rural areas because of the steady influx of farm laborers, the majority of the Korean population still lives in rural areas and is dependent upon the land for its livelihood.

The Korean population is racially one of the most homogeneous in the world. Its racial origins are obscure, but the primary stock is believed to be a fusion of migrating peoples from central Asia and the Yellow River basin. The Koreans speak and write a common language that is varied by only seven dialects, all of which are mutually intelligible. Minority groups, except for an estimated 30,000 Chinese, are non-existent.

Languages and Literacy

The Korean language is distinct from both Japanese and Chinese, although its grammar and word form resemble Japanese and its vocabulary is filled with words borrowed from the Chinese. This is not strange for a country located between the two.

Texts were written in Chinese characters but pronounced in Korean some time during the period of the Three Kingdoms (57 B.C. - 668 A.D.). About 1446 King Sejong invented the Korean alphabet Hangul, a system that phonetically transcribed colloquial Korean by means of 24 phonological symbols, as distinct from the complex ideographical language of China. The use of Hangul began to be extended in the 1880's when Korea's borders opened to the outside world and mission schools found the phonetic syllabary helpful in literacy programs. Prior to that time, education centered on Chinese classics.

At present, Chinese ideographs are still used extensively in Korean books, periodicals and newspapers--supposedly to express concepts in a clearer fashion than can be done through the use of Hangul. In large measure, however, such use of Chinese has provided a crutch for the older generation. With Korean forbidden under the Japanese occupation (1910-1945), many of those educated more than twenty years ago find that Chinese ideographs help their understanding (Japanese also uses many Chinese ideographs); and there is opposition to their elimination in many quarters.

The retention of Chinese ideographs is reminiscent of the elaborate development of written Latin during medieval times. Until 1454 all Occidental books were written by hand. As the need for books increased with the Renaissance, and the availability of vellum and scribal time became less and less adequate, the scribes developed a complex system of contractions, abbreviations, syllabics and other foreshortened writing forms. By the time Gutenberg first used movable type, there had come to be not 26 alphabetic characters in Roman script, but rather 200 both alphabetic and syllabic. The first printers felt obliged to print books that looked exactly like the manuscript volumes, and therefore cut type faces copied from all the characters then in common manuscript use, and employed them exactly as the scribes had been doing. It took over 50 years for the printers to break the habit and restrict themselves to the basic 26 letters.

Since the establishment of the Republic of Korea, there has been a gradual deemphasis on the use of Chinese. Although Korean newspapers use as many as 3,000-4,000 Chinese ideographs in their political and economic sections, they use only _Hangul_ for social news; popular novels seldom use Chinese ideographs, nor do Occidental histories (although Oriental history books use many). And the number of Chinese ideographs studied in the elementary and secondary schools is limited to 600 and 700 respectively.

In 1945 an estimated 78% of the South Korean population over twelve years of age could neither read nor write in _Hangul_ or any other language. An intensive campaign had reduced this to an estimated 11% by 1962--one of the lowest among Asian countries. However, since the criterion for literacy is the ability to identify and write the letters of the _Hangul_ alphabet, the lingering use of Chinese has an effect on neo-literacy. That language enters the curriculum only in 4th Grade, and dropouts after the six years of elementary school (almost half of the age group) have difficulty reading newspapers. By that time, they have learned only about one-sixth of the Chinese ideographs used.

Because of the need for an increasingly more open channel to the neo-literate, the survey team agrees that the deemphasis of Chinese ideographs and the concomitant emphasis on _Hangul_ should be continued, and perhaps accelerated. An eventual phase-out of Chinese, except for scholarly use, seems desirable.*

An Economy at "Take-off"

A new mood has begun to pervade the Republic of Korea, and the future is brightening perceptably. Ravaged by war, shackled by poverty, and torn by recurrent political and economic crises, the country was unable for many years to make significant progress. Lately, however, the feeling of hopelessness has disappeared and the spark of Korean self-confidence has begun to take effect. A variety of diverse elements--international, economic and political--seem to have contributed to the change.

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* North Korea has abolished use of Chinese ideographs.

Harvests are high and the business community reflects a sharp upward curve of industrial development. Of key importance is South Korea's emergence internationally, and the rapid growth of a diversified export trade.

The economic history of Korea since the armistice of 1953 can be divided into three phases: a reconstruction period (1954-1957); a stabilization period (1958-1961); and an accelerated development period (1962 to date). The First Five-Year Development Plan (1962-1966) made more rapid economic development a fundamental objective. During 1962-1965, the rate of growth of real GNP (Gross National Product) has averaged 7.6% annually, while industrial production has grown 14% and exports 44% annually. With the population growth rate close to 2.9%, the per capita GNP has had an annual average growth of 4.6% during the past four years, resulting in cumulative increases of 28.5% in total GNP and 18.3% in per capita GNP during that period. The Second Five-Year Plan, starting in 1967, has set its sights deliberately high. By 1971, with fulfillment of the goal of a 7% annual rise in GNP, exports of $700,000,000 are anticipated.

If the goal is realized, it will be largely thanks to Korean labor--which is eager, diligent, mechanically proficient, highly literate and the lowest paid in East Asia, with a pay scale about one-eighth that of Japan. This competitive framework, as we discussed in this report, has profound implications for the future of the Korean book industry, especially in the printing trades.

Despite the rapid advances of recent years, the visible impact of the boom on the life of the average Korean has so far been relatively small. Unemployment in the non-farm sector is high (about 15% of the labor force) and per capita income, though high by some Asian standards, is still under the $100 level.

The once out-of-hand inflation, which caused wholesale prices to soar by a frightening 34% in 1964, has begun to level out, due to price stabilization measures and the establishment early in 1965 of a floating exchange rate. In 1965, wholesale prices rose less than 7%. The local currency, the won, remains stable at around 270 per U.S. dollar, and the Government is confident of keeping price rises under 10% in 1966.

APPENDIX B

THE KOREAN BOOK MARKET

BOOKS PUBLISHED IN KOREA

Book Statistics

It is difficult to measure precisely the current output of the Korean book industry and thus to make valid comparisons over a period of time or with other countries. Annual statistics are assembled on the number of book titles published in the country but Korea's definition of books does not correspond to that used in other countries or recommended by UNESCO.

Book statistics originate with the Korean Book Publishers Association, to which all publishers by law must submit two copies of all titles published.* Inaccuracies result from the fact that submissions include both new titles and reprints (although most publishers reportedly do not bother submitting reprints), so the book totals tend to exaggerate publishing output. More serious perhaps is the Korean practice of defining a book as a publication over 30 pages in length--far under the UNESCO book minimum of 49 pages. Thus an indeterminate number of Korean "books" are considered "pamphlets" by other countries.

We recommend that Korea adopt the internationally recognized 49-page standard for books; further that the Book Publishers Association method of processing books be revised to differentiate between first editions and reprints, and that it make a greater effort to ensure that all reprints are submitted for registration and deposit.

The yearly totals shown in Table 10 omit two classes of books: (1) all textbooks, whether produced by the public or private sector (these are considered in detail in Chapter 2 of this report), and (2) comic books, which are published in great number in Korea--3,213 in 1964 and 6,062(!) in 1965.

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* These are forwarded by the Association to the Ministry of Education. Two additional copies of each title are purchased by the Central National Library and the National Assembly Library.

Table 10. "BOOKS" PUBLISHED IN KOREA, 1964-1965
(number of titles)

	1964	1965
General Works	73	91
History	81	49
Law and Politics	135	91
Social Sciences and Economics	181	137
Philosophy	40	42
Religion	204	220
Engineering	72	101
Industry	105	96
Art	110	109
Language	123	129
Literature	423	651
Medicine	35	63
Education	111	106
School Reference Books	841	972
Juvenile	161	270
Others	55	60
Total	2,750	3,187

Source: Korean Book Publishers Association

According to UNESCO, Korea is surpassed only by India, Taiwan and Thailand in all of east and south Asia in the number of titles it publishes.

Most numerous by far of the book titles produced in Korea are "school reference books", which in 1965 equalled 972, or 30%, of the total. In the number of copies published (see Table 11 on the following page), this category was even more important--accounting for almost 10,000,000, or 75% of those produced that year. The school reference books, which explain and elaborate on textbooks, are used mostly by students to prepare for entrance examinations to the next educational level. They reflect both the high avidity for learning that characterizes the Korean student, and the stress on rote memorization and on passing examinations that is typical of the educational system. (See Appendix C for further details.)

Table 11. "BOOKS" PUBLISHED IN KOREA, 1965
(number of copies)

Specialties	Kinds	No. of Vols.
References	91	124,600
Philosophy/Religion	262	766,670
History/Geography	49	50,300
Language/Literature	780	1,289,760
Arts	109	158,550
Education	106	161,900
Polito/Econo/Socio	228	218,900
Medicine	63	101,000
Technology	101	93,200
Industry	96	110,650
School Reference Books	972	9,999,000
Juvenile Literature	270	350,700
Total	3,127*	13,425,230

Source: Estimates by Korean Book Publishers Association

* 60 "Other" books omitted from total.

Book Translations

In 1964, 102 titles--4% of the total number published--were translations into the Korean; most from English:

Table 12. BOOKS TRANSLATED INTO KOREAN, 1964
(number of titles)

Literature	40
Law, Social Science, Education	25
History, Geography, Biography	10
Philosophy	10
Applied Science	7
Religion and Theology	4
Philology and Linguistics	3
Natural and Exact Sciences	3
Total	102

Source: UN Secretariat

3

According to the "Korea Annual", translations of foreign work flooded the book market in 1965, many of them reproduced without permission. 413 books--14% of the total published--were translated, including 212 in literature (5½ times the number of the previous year), 52 juveniles and 46 religious books.

FOREIGN BOOK SUPPLY

Imports

Import statistics from different sources are often at variance and cannot be accepted as completely reliable indicators of the numbers and types of books that have been brought into Korea. They appear to indicate, however, a downward trend that has been strongly influenced by (1) the demise in 1963 of the USOM dollar auction system, under which books were among the commodities eligible for convertibility, and (2) devaluation of the *won* that same year.

Table 13. IMPORTED FOREIGN BOOKS, 1963-1965
(number of volumes)

Country of Origin	1963a/	1964b/	1965b/
Japan	277,305	372,662	238,885
United States	516,321	61,724	102,194
Great Britain	42,239	27,661	18,465
Taiwan		10,290	20,064
France		2,950	4,236
West Germany		3,353	3,336
Other		1,207	419
Total	835,865	479,847	387,599

Sources: a/ Customs Bureau, Ministry of Finance
b/ Ministry of Education

Table 13 indicates that Korean book imports dropped 43% in 1964, and another 23% in 1965. The dollar value of imported books was $688,900 in 1964 and $511,000 in 1965.

A recent study of 434,197 books provided a five-year breakdown of English language imports by subject field:

Table 14. BOOKSTORE IMPORTS: PERCENTAGE OF ENGLISH LANGUAGE BOOKS BY SUBJECT FIELD, 1960-1964

Classification	% to Total	Classification	% to Total
Literature	27.11	General Works	5.33
Applied Science	24.08	Arts	5.17
Pure Science	13.35	Philosophy	3.23
Social Science	12.46	History	2.25
Linguistics	6.09	Religion	0.93

Source: Central Education Research Institute

While literature was the largest single classification, it was followed by applied and pure sciences which combined to equal over 37% of bookstore imports during the period. Social science represented the next important subject field.

Import Channels

Books published in the United States are imported under the IMG (Informational Media Guaranty) Program of USIS. Books from other countries are ordered through commercial channels or via UNESCO Book Coupons. All these channels require the advance approval of the Ministry of Education. $565,938 of book imports were approved in 1964; of these, $460,665 worth were to be obtained with foreign exchange funds and $105,273 with IMG funds. All of the latter sum was for U.S. books, and about 80% of the former for Japanese books.

Although some recent speeding up of the IMG procurement channel has been noted, none of these channels is sufficiently fast or efficient in the opinion of Korean educators, professionals and booksellers. IMG, as has been mentioned, is used for the purchase of U.S. books (and periodicals), while UNESCO Book Coupons are used primarily for European publications. Foreign exchange funds are used in the ordering of individual publications through Pan Mun Book Company and the relatively few other bookstores which directly import foreign books. The survey team received numerous reports of excessive time lags (e.g., six months between order submission and book receipt does not appear to be unusual), and excessive Governmental red tape.

Unfortunately, neither IMG nor UNESCO Coupons are publicized, so they are often unknown to those who can use their assistance. In 1965, for example, only $129,540 of an allocated $392,000 of IMG funds for Korea were used. The high cost of imported U.S. books is also an important factor--undoubtedly the most important--in the poor IMG performance to date.

IMG and UNESCO Coupons must be supplemented to enable scholars and professionals to obtain the books they so badly need. Chapter 5 of this report discusses an AID/TCR/CBA project idea for the production and distribution of low cost editions in English of a core collection of U.S. high-level books, which could alleviate the situation in Korea and in other east Asia countries.

Book Donations

Foreign agencies with book donation programs provide another key source of foreign--particularly U.S.--books for Korea. Of thirteen agencies in the country which have been conducting such programs, three have donated volumes in a systematic and large scale manner: USIS (United States Information Service),

TABLE 15. ENGLISH LANGUAGE BOOK DONATIONS, BY AGENCY AND YEAR, 1960-1964 (number of volumes)

Year	Asia Fdn.	USIS	UNESCO	Total
1960	--	29,678	--	29,678
1961	--	4,765	996	5,761
1962	2,134	71,406	2,920	76,460
1963	15,369	24,727	2,940	43,036
1964*	32,907	6,031	3,660	42,598
	50,410	136,607	10,516	197,533

* Through September 1964.

Source: Central Education Research Institute the Asia Foundation, and the Korean National Commission for UNESCO. The three supplied almost 200,000 English language books during the five years ending 1964; USIS, whose book donation program in Korea peaked in 1962, provided over two-thirds of the books during the period. The Asia Foundation's program began in the latter part of 1962 and increased rapidly after that. The program of the Korean National Commission for UNESCO has been more modest but more consistent than the others. The broad scopes of activity of the three agencies are discussed in greater detail in Chapter 8.

There is a wide variance in subject field coverage between bookstore imports (see Table 14) and book donations.

For the latter (see Table 16), social science and history books between them account for 58% of donations, compared to only about 15% in total bookstore purchases. And the donated combination of pure and applied science books together account for somewhat under 15% of total donations, compared to over 37% for the same disciplines in total purchases.

The substantial difference between the types of books that are purchased and those that are donated raises a serious question as to the suitability and pertinency of many in the donated category.

TABLE 16. ENGLISH LANGUAGE BOOK DONATIONS: PERCENTAGE OF NUMBER OF BOOKS BY SUBJECT FIELD, 1960-1964

Classification	% to Total	Classification	% to Total
Social Science	36.20	Literature	4.76
History	21.82	Linguistics	3.88
General Works	16.76	Arts	1.07
Pure Science	7.43	Philosophy	0.61
Applied Science	7.33	Religion	0.14

Source: Central Education Research Institute

APPENDIX C

EDUCATION IN KOREA

The formal educational system of Korea is the largest market in the country for developmental books and instructional materials. This appendix discusses the nature and scope of the educational system.

THE KOREAN SCHOOL SYSTEM

Historical Background

The first signs of formal education in Korea appeared during the fourth century A.D. However, the general educational system, as well as the national examination system for civil servants and military officers was transplanted from China mainly during the Koryo Dynasty (918-1392 A.D.). During this and succeeding dynasties, formal school education was monopolized by the noble classes, and for them the chief aim of education was to pass the national examination. The curriculum in those schools centered on Confucian studies. Education for girls and commoners was generally neglected.

Toward the end of the 19th century, with the increasing influence of foreign powers, the "Hermit Kingdom" opened long closed doors to the outside world, and the traditional educational system gradually began to be replaced by a more modern one.

During the Japanese control of Korea (1910-1945), the general pattern of the school system was 6-5-3-3 (University Course), and 6-5-3 (Vocational Junior Course). Under this dual track system educational opportunity for Koreans was strictly limited, particularly at the secondary and higher levels. The Japanese emphasized elementary and vocational education for Koreans. Even so, about 45% of Korean school-aged children never attended elementary school, and at the end of the occupation over 77% of the population was illiterate. Japanese was the official language; the speaking, writing and reading of Korean were discouraged and, in 1941, finally forbidden in all schools.

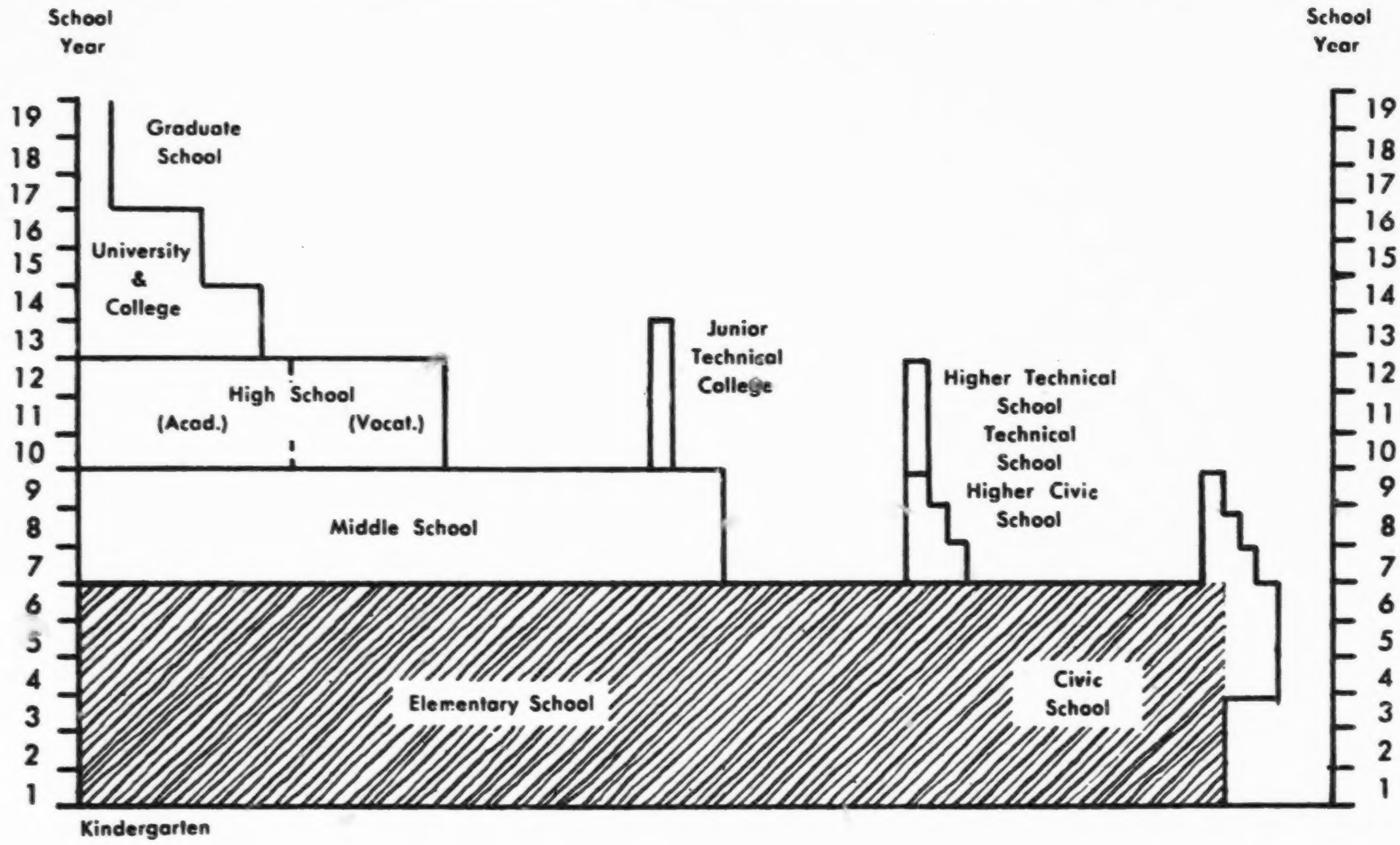
Thus, at the time of liberation in 1945, Korea was faced with the immediate problem of attacking nationwide illiteracy and providing an expanded educational system based on the Korean language, history and culture. This at a time when it faced an acute shortage of school facilities and teaching staff, particularly above the elementary level. From the very beginning of the Liberation, Koreans were so eager for six-year compulsory elementary education that the government adopted it immediately. The school system was changed to a single 6-6(3-3)-4 system. Article 16 of the Constitution of the Republic of Korea states, "All citizens shall be entitled to equal opportunities of education. The attainment of at least an elementary education shall be compulsory and free of cost...".

When South Korea was invaded in 1950, destruction of the fledgling educational program was a major objective. Almost 50% of South Korea's total educational facilities (including libraries and laboratories) were totally or partially destroyed, and more than 25% of teachers and professors killed or kidnapped. Thus, a little over a decade ago--and after only a few years of existence--the shattered new educational system had to be rebuilt.

Organization of the School System

The educational system of the Republic of Korea accords equal educational opportunity for all, and makes it possible for young persons with ability to benefit from higher education, regardless of social background. As a result of its modern educational system, which is on the same pattern as the so-called "U.S. educational type", quantitative development of Korea's schools has been achieved rapidly at each level of education, particularly at the elementary and higher educational level.

Figure 1. ORGANIZATION OF THE KOREAN SCHOOL SYSTEM


School Year
School Year
19
18
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
2
1
Graduate School
University & College
High School
(Acad.)
(Vocat.)
Junior Technical College
Higher Technical School
Technical School
Higher Civic School
Middle School
Elementary School
Civic School
Kindergarten

Source: AID/Far East Manpower Assessment and Educational Planning Seminar, February 1965.

Figure 1 shows the framework of the "single track" system, now universal in Korea. The hatched part of the chart represents the 6 years compulsory elementary school (and civic school, which provides 3 years' full-time education for children and youths who have not been able to attend the regular elementary school). Nearly one-half of elementary school graduates enter 3-year middle school, the first half of the secondary cycle. Almost two-thirds of middle school graduates proceed to high schools, which are of both academic and vocational types. Not quite one-third of high school graduates enter the 4-year universities and colleges, the 2-year junior colleges or the 2-year teachers colleges. All these schools are covered in greater detail below.

The junior technical college was established in 1963 to offset the shortage of technicians. Higher civic school providesfrom 1 to 3 years full-time post-elementary education for graduates from elementary or civic school who are not able to attend regular middle school. Technical school is a trade school at middle school level, offering courses of from 1 to 3 years. And higher technical school provides specific job training at high school level. Technical and higher technical schools are usually subsidized by private factories and firms, and have negligible enrollments.

Educational Administration

The present pattern of educational administration, established in January 1964, is divided into three categories: Ministry of Education, Provincial Boards of Education, and city and county education offices.

The Ministry of Education operates National schools (most of these are higher educational institutions), develops standard curriculums for elementary and secondary schools, publishes the National textbooks used at the elementary level and authorizes and approves textbooks at the secondary level, supervises the provincial educational administration, certifies teachers, and supervises private higher institutions.

The Provincial Boards of Education make provincial educational policy, operate public elementary, middle and high schools, and appoint and dismiss public school teachers. The City and County Education Offices are branch offices of the Provincial Boards of Education; as such they perform their functions in the name of the Provincial Superintendent and maintain and supervise the elementary schools only. Neither the Provincial Boards nor the Education Offices have close connection with the Provincial Governor or municipal officers.

Financing the Educational System

The National Government and the provincial educational authorities share the responsibility for educational financing. Approximately 80% of total Government educational expenditure on public and National schools is provided by the National Treasury. The National Government pays the costs of National schools, operation of public elementary schools, teachers' salaries in private elementary schools, and 50% of teachers' salaries in public secondary schools. The provincial authorities pay all costs of public schools, except for 50% of teachers' salaries.

Private and Public Schools

The Korean educational system is a mixture of the public and private, but differences in instruction are few (especially at the elementary and secondary levels) because of

Ministry of Education control over many aspects of the private schools. Only an insignificant number of elementary school students attend private schools, but over half of secondary students attend such schools, and private schools predominate at the higher educational level. Support for private schools comes from many sources, including individual philanthropists, mission groups and foreign charities. Private schools must be accredited by the Government and are subject to Government direction and supervision. They may enjoy less prestige than do the public institutions which benefit from Governmental subsidies.

As noted above, Government operated schools are divided into two separate systems--the relatively few national schools operated directly by the Ministry of Education, and public schools administered by public officials and subject to supervision by the National Government.

THE EDUCATIONAL EFFORT

Korea has a large school population which is increasing at a high rate. In common with the rest of the world, the increase rate in the school-age population of Korea has been exceptional. But the increase in school enrollment has far outdistanced the population rise. In 1939 the Koreans enrolled in all levels of school constituted 5.8% of the population. By 1963 this had risen to 19.7%, surpassed in Asia only by Japan with 26% and Taiwan with 21%. By 1965, 6,376,931 Koreans--fully 22.3% of the population--were enrolled in schools. Taking 1945 school enrollment as 100%, 1965 enrollment stood at 422%.

> Elementary school students in 1965 totaled 4,941,345 compared to 1,366,024 in 1945; secondary school students 1,177,872 versus 84,572 in 1945, and university and college students 138,564 versus 7,819.

Total school enrollment in 1965 was 5.5% above the 6,043,318 for 1964. Table 17 below shows that the largest percentage increases have come in the junior technical college, technical school and higher technical school--the initial result of Governmental policy to develop needed manpower for the accomplishment of the economic development plans:

Table 17. STUDENT ENROLLMENT BY TYPE SCHOOL, 1964-1965

	Enrollment		Difference
	1964	1965	percentage
Kindergarten	17,363	19,566	12.7%
Elementary school	4,726,297	4,941,345	4.55
Middle school	666,630	751,341	12.8
Academic high school	236,951	254,095	7.2
Vocational high school	162,666	172,436	6.0
Junior technical college	4,374	7,623	74.3
Junior college	14,871	15,536	4.5
College and university	112,962	105,643	—5.5
Junior teachers college	3,951	5,920	49.8
Graduate school	3,201	3,842	20.0
Technical school	9,070	10,511	15.9
Higher technical school	9,830	12,824	30.5
Civic school	19,916	13,759	—30.9
Higher civic school	49,806	56,881	14.2
Miscellaneous school	3,270	3,072	—6.1
Special school	2,160	2,537	17.5

Source: Ministry of Education

The large, continuing increases in school enrollment are attributed to the almost impossible expectations that Koreans have placed in education. These expectations are perhaps natural in view of the outflow of educational desires long latent due to Japanese occupation, the adoption of a democratic school system, the compulsory nature of the elementary school system, and the acute competitive spirit of both parents and students. Such expectations placed in education have, as we note at the end of this appendix, led to very high family educational expenditures and gross over-emphasis on the attainment of high grades.

We discuss below the main operating areas of the educational effort; in total they represent, by far, the largest and most important market for developmental books in Korea (see Chapter 2).

Elementary Schools

The Republic of Korea allocated 9,706,758,600 *won* in the 1965 budget for its compulsory elementary education effort -- almost 12% of the entire national budget, and 70% of the total Ministry of Education appropriation. Between 1963 and 1965, elementary school enrollments have averaged from 92% to 95% of the total number of the nation's elementary school age children. This is almost equal to the ratio in industrialized countries and ranks near the top of Asia's developing countries.

Korea has 5,125 elementary schools. Almost all the 4,941,345 elementary school students in 1965 attended public schools; only 24,818 attended national schools and 20,551 private schools. The latter began enjoying somewhat of a boom in 1964, because of the better-than-average success of their pupils in passing entrance examinations for middle schools. The number of such schools increased to 75 in 1965; the Ministry of Education is encouraging the founding of privately-endowed schools to help ease the shortage of classrooms.

52.4% of 1965's elementary school students were male. The total number of students by grade was:

1st - 986,036
2nd - 883,086
3rd - 846,897
4th - 850,140
5th - 752,951
6th - 622,234

It is estimated that the student retention rate in elementary school, one of the highest in Asia, is somewhat over 80%, -- a figure which is disguised in the above totals-by-grade, because of the 25% enrollment increase that Korean elementary schools have experienced during the past six years. (The drop-out rate is low, not only within elementary school, but also within secondary school, because a school graduation certificate is almost indispensable for obtaining employment). The ratio of the average daily attendance to enrollment is about 97%.

Korea has a classroom and teacher shortage that has worsened due to rapid increases in school enrollments. The acute shortage of both in 1965 forced some urban schools to enroll up to 90 and more children in each class (versus the legal limit of 60), and also to operate on 2 or 3 daily shifts. In Seoul, where the classroom shortage was the most acute, 26 elementary schools were put on 4 shifts and 19 on 5 shifts. Overall, 63% of elementary school classes had over 60 students, while 37% had over 70, and 13% had over 80.

In elementary school the curriculum is dominated by study of the Korean language, which takes up the greatest share of class time. Mathematics, social studies, health, and "moral education" are the other major subjects in the curriculum.

The elementary school book market is huge, with Ministry of Education-published textbooks accounting for about three-quarters of all books published in the country in 1965 (see Chapter 2). Audio-visual aids and instructional materials are present in rather limited quantities.

Of the 617,554 students graduating elementary school in 1964, 56.6% applied to middle school and almost all -- 54.3% of total graduates -- were admitted to one. Competition was, however, extremely keen for entrance into the "top-level" middle schools.

Secondary Schools

Korean secondary education covers the six years beyond the 6-year elementary school. The secondary schools are separated into two units, "middle" school (grades 7, 8 and 9), and "high" school (grades 10, 11 and 12). They are ordinarily administered as separate institutions, although there are many middle and high schools which are administered by one principal on the same campus.

Unlike elementary school, secondary education is not coeducational, except in some rural districts and in experimental schools attached to teachers colleges. Therefore, there are two types of schools by sex -- middle or high school for boys only, and girls' middle or high schools. In 1965 64% of middle school students were male, as were two-thirds of high school students.

Secondary education is not compulsory. Thus, students must not only pass an exacting competitive qualifying examination, but they must pay an entrance fee and tuition.

In 1965, Korea had 1,208 middle schools with a total enrollment of 751,341. Of these, 415,470 (55%) attended public schools, and 333,282 (44%) attended private schools. Only 2,589 students attended national schools. First grade enrollment was 301,323; second was 237,430, and third was 212,588. Middle schools were as overcrowded as elementary schools -- 86% of middle school classes had over 60 children, and 8% had over 70. The curriculum is basically an extension of the elementary subjects: Korean language, mathematics, social studies, general sciences, physical education, vocational education and some elective subjects. The study of English is begun in all middle schools.

> Almost all the textbooks for middle (and for high) school are published by the private sector. The curriculum has recently been revised; as a consequence, all middle school textbooks have been newly produced (see Chapter 2 for details).
>
> 82.4% of middle school graduates in 1964 applied to high school; 69.1% of the graduates were admitted.

There are 701 high schools with a 1965 enrollment of 426,531. Slightly over one-half of the students attended private schools, while 49% attended public schools, and less than 1% attended national schools. First grade enrollment was 153,936; second was 142,961, and third was 129,634. Almost 40% of high school classes had over 60 students.

> 254,095 students (59% of the total) attended academic high schools, which again feature a continuation of earlier subjects with an increased number of electives added. 172,436 students attended vocational high schools; Table18 shows their specialties:

Table 18. VOCATIONAL HIGH SCHOOL ENROLLMENT, 1965

Kind of School	Enrollment	% to Total H.S.
Commercial	67,614	16
Agricultural	42,853	10
Technical	36,980	9
Comprehensive	12,458	3
Vocational	9,369	2
Fishery & Marine	3,162	1
		41%

Source: Ministry of Education

Vocational education has yet to meet the needs of the economy, and is far from the 7:3 vocational-to-academic school ratio goal of the long-range educational plan. Instructors and equipment are often lacking, instruction is not uniformly up to standards and frequently lacks the practical approach, and many students fail to take advantage of the available facilities and instruction. One cause of this indifference toward technical and vocational education appears to lie in the attitude of many that education is a means to high position rather than a vehicle for developing skills to be used in future employment. This feeling is dramatized by the large number of students who abandon vocational studies for liberal arts, when they enter college. Another cause has been the generalized orientation of the vocational schools which do not train practical technicians; this, however, is changing rapidly, and vocational schools are beginning to shift toward a single craft type of program which has proven so effective in other developing countries and the U.S.

Of the 115,776 students who completed high school in 1964, 56.5% applied for entrance to a junior college, teachers' college or college and university. Only 32.3% of the graduates (five-eighths of those who applied) were able to pass the difficult entrance exam and gain admittance.

Higher Education

The 32.3% of high school graduates who entered higher educational institutions rank Korea among the highest in Asia. The following comparison is even more indicative of the popular spread of higher education in the country: Korea's proportion of college students versus total population in 1965 was 1 to 280, compared with 58.6 in the United States, 142 in Japan, 248.1 in West Germany, 384.5 in Taiwan, and 425.5 in Great Britain. Table 19 shows that a total of 199 Korean schools of higher education accommodated 141,636 students.

Table 19. INSTITUTIONS OF HIGHER EDUCATION, 1965

#	Type of Institution	Enrollment
70	Colleges & Universities	105,643
34	Junior Colleges	15,536
14	Jr. Technical Colleges	7,623
13	Jr. Teachers Colleges	5,920
37	Graduate Schools	3,842
31	Other Schools	3,072

Source: Ministry of Education

The number of students represented an increase of 7,150 over 1964. Of the total, 102,377 attended private institutions, 33,236 public institutions, and 6,023 national institutions.

The magnitude of the higher education enrollment is all the more dramatic when it is realized that a short 20 years before -- in 1945, when the Japanese occupation ended -- there was only one university (Keijo Imperial University) and 19 junior colleges in the whole country. Seoul National University (renamed from Keijo Imperial University) was merged in 1946 with nine other Government-operated colleges as a progressive amalgamated university. Some private colleges became four-year universities, and by 1948 the number of institutions of higher education had increased to 31.

Under the Republic of Korea, the higher institutions are under the direct jurisdiction of the Ministry of Education. The junior colleges are two year institutions, while the colleges and universities are four or six year schools. A university generally consists of three or more colleges, one of which is a college of natural science, and another a graduate school. An independent college can provide a graduate school, but only universities can grant doctoral degrees.

The liberal arts college is the heart of every university; the majority of the four year colleges are liberal arts institutions, and more than one-half of Korea's college and university students are enrolled in liberal arts courses, which have usually failed to provide the nation with the trained men and women who are needed to meet the needs of an increasingly industrialized economy. There are not enough white-collar jobs to go around and, as a result, Korea has a surplus of high-school, college and university graduates on the job market.

Much criticism is being leveled at what is called the inflexible system of "educational factories" churning out degrees with little awareness of practical needs. Government authorities, calling for an educational revolution, are trying to divert many students into improved vocational and technical education.

In an attempt to control the situation, the Government sets annual student quotas for the academic colleges and universities, by discipline (see Table 20). To ensure observance of the enrollment limits, the Ministry in 1965 proposed compulsory registration of the nation's bachelors and masters of arts; this was approved by the Cabinet in December. It had been discovered that 5,000 students were slated for graduation early in 1966 in excess of the legal limit of 26,980 throughout the country. The extra graduates, it was reported, was unlikely to receive Government recognition of the degrees they were supposed to earn.

Table 20. STUDENT QUOTA AND ENROLLMENT FOR ACADEMIC COLLEGES AND UNIVERSITIES, 1965

Discipline	Quota	Actual	Discipline	Quota	Actual
Social Science	23,460	29,037	Medic & Phar	8,710	9,382
Engineering	18,160	17,647	Education	6,500	4,386
Natural Science	12,060	9,622	Arts	5,340	4,848
Linguistics & Lit	10,520	10,182	Physical Ed	1,940	1,664
Humanities	10,140	9,045	Marine & Fish	1,120	1,194
Agri & Forestry	9,300	8,636	Total	107,250	105,643

Source: Ministry of Education

THE COST OF EDUCATION

High Rate of Expenditure

Tangible evidence of the extent of a national educational effort can be found by evaluating it in terms of percentage of GNP (Gross National Product) and percentage of total National Budget. On both counts Korea ranks high.

In 1964, educational expenditures of the National and local Governments equalled 2.2% of GNP; in 1965 they rose to 2.3%. When private school expenditures and school fees are added to this amount, the official cost of Korean education rises to about 3.8% of GNP, about two-thirds of the 1965 figure (6.1%) for the U.S. Family support for education, which is extensive (see below), doubles the Korean percentage.

The educational expenditures of the Ministry of Education in 1964 totaled 12,227,000,000 won -- 16.2% of the total National Budget. In 1965 the Ministry's expenditures rose to 13,856,431,600 won, and represented about the same percentage of the total National budget.

Parental Share of the Cost of Education

Parents account for a substantial portion of educational expenditures in Korea. Education is, in fact, one of the largest expenses of the Korean family. The following data, developed by the Ministry of Education, show the extent of this financial burden on parents whose children attended school during the 1963 school year:

> For the average elementary school student, the tuition fee, school facilities fee (imposed in order to meet requirements of increasing classroom construction costs), textbooks and instructional supplies, expenses for extra-curricular activities and transportation equalled 1,470 won. For the average middle school student, these parental costs were 6,450 won; and for the high school student, parental expenses were 9,280 won.
>
> The average per capital income in Korea in 1962 was 10,660 won, and the average total family income was 61,828 won (at 5.8 persons average per family). Thus, in the case of a family sending one child to elementary school and another child to middle school, the household burden amounted to 7,920 won -- 12.8% of total household income!

In addition to the above-listed cost elements of the 1963 study, the Far East book survey team found other educational expenses that are borne by many Korean families:

1) The school reference books discussed in Chapter 1. These can cost a secondary school student several thousand *won* when, to prepare for entrance examinations at the next educational level, he may buy as many as 2 or 3 books per subject.

2) Private or group tutoring, taken by many students because of the intensive competition in Korean schools. Tutoring may cost from 300 *won* per month to 1,000 or more *won* per month (in the case of private tutors, who often also receive room and board).

3) Private reading rooms. This new development (discussed at length in Chapter 5, "Other Libraries") provides study space for students, at a monthly cost of from 500 *won* to 1,000 *won*.

4) Private academies, where, after school hours, students concentrate on specific subjects, at a monthly cost of about 300 *won* per subject.

5) Unofficial fees, such as contributions to the "PTA Fund", to ensure that students receive teacher attention in the overcrowded classrooms.

With all these expenses, it is easy to understand how perhaps one-half of the total educational cost falls upon the Korean family itself.

PLANS AND PROBLEMS

We close this appendix on Korean education with a brief discussion of Government plans for the future, and a summary of extant problems that affect the usage of and need for books and educational materials in the schools.

The Five Year Plans

Korea's First Five Year Plan of Educational Reconstruction was formulated in 1961 to increase the productivity of educational investments through further reduction of illiteracy, improvement of the elementary schools, strengthening of technical education, and improvement of curricula and teaching methods. Thus, it called for upgrading the pedagogical schools, constructing and repairing elementary classrooms, recruiting 25,000 teachers, and increasing vocational high school enrollment by 20%.

The Second (1967-1971) and the Third (1972-1977) Five Year Plans of Educational Reconstruction, which like the First parallel the nation's five year economic development plans, are now being formulated. The extent of the effort and financing they require is suggested by a single projection: from 1965 to 1971, elementary school enrollments will increase by 19%, or by almost one million students.

Three Problems that Affect the Use of Instructional Materials

The nature and use of textbooks and other educational materials in the schools is determined by the Korean attitude toward education and its purpose, and also by the characteristics of the educational system itself. Three specific factors importantly affect the instructional materials:

1) Classroom shortages: We have noted that, despite high public, private and family expenditures for education -- almost 60% of classes in the elementary and secondary schools have more than 60 pupils; and that two and three shift systems are the rule, and four and five shift systems are not unknown.

2) Teacher shortages: The pupil-teacher ratio in Korea is one of the highest in Asia, at about 60:1 in elementary school and 41:1 in middle schools. This is a reflection of low teacher salaries in addition to classroom shortages. A recent survey by the Korean Federation of Education Associations reveals that the average teacher goes deeper into debt by over 5,000 won per month. With average monthly expenditures of 12,270 won, the elementary school teacher receives a salary of 6,220 won, a middle school teacher receives 7,690 won, and a high school teacher receives 9,960 won. This forces teachers to do outside tutoring and to solicit money from parents for "funds" which provide extra materials, etc. It also causes many of the better teachers to

> seek more lucrative employment elsewhere, and lowers the quality of the teaching effort.*

Classroom and teacher shortages which result in large classes and varying levels of teacher proficiency make the textbook of key potential importance. Properly designed textbooks can supplement the teacher in many ways, can help take care of individual differences among students, can help in teacher training, and can help ensure a uniformly high level of teaching.

2) "Exam fever": Although the number of children who apply for entrance to middle school does not exceed the capacity to accommodate them, elementary education -- especially in the large cities -- is geared toward preparation for entrance to middle school under the drive of teachers and parents to gain entrance for the children into the so-called top-level school. The same orientation pervades the secondary schools, with their concentration upon the college entrance examinations. The emphasis on examinations (coupled with the traditional methods of teaching by lecture and rote memorization) is the root cause for the proliferation of school reference books, tutoring, private academies, and private reading rooms. The intensity of the emphasis is shown by the following extract from a field report of a member of the Book Survey Team:

> "Miss _____, a university freshman, used a private reading room throughout her last year of high school. It was one of the best in Seoul, costing 700 won per month. She used to go to this reading room every day after school and study until 5 P.M., then go home for a nap and supper, and then return to the reading room by 10:30 P.M. or so. She would then study there until 5 A.M., then go home for another nap and breakfast before school. (Most of Korea has curfew between midnight and 4 A.M.)

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* In response to teacher demands, the Education and Public Information Committee of the National Assembly approved late in 1965 subsidies to permit the payment of uniform salary rates to teachers of the elementary and secondary schools. The appropriation was, however, more than halved later at the plenary Assembly session, virtually forestalling the uniform system at least for 1966.

> "During this whole time she was studying for her college entrance examinations. She felt it was absolutely essential that she get into the university because, although there are not enough jobs for college graduates, they can only attain opportunity for continued professional and economic growth if they are college graduates."

The "exam fever" and the lecture-memorization orientation of Korean education also profoundly affect the nature and quality of school textbooks.

APPENDIX D

RECOMMENDATIONS REGARDING A REGIONAL BOOK AND LIBRARY EFFORT TO BE SPONSORED BY THE FAR EAST REGIONAL DEVELOPMENT DIVISION, AID

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Submitted by Wolf Management Services, New York, August 30, 1966

Introduction

The East Asia Book Survey Team evaluated developmental book activities in the Philippines, South Vietnam, and the Republic of Korea between April 23 and June 24, 1966.

The three countries are dissimilar in their social and cultural fabric, in their languages, and in their positions on the scale of book and library development. The educational systems upon which theirs are based -- American, French and Japanese, respectively -- represent three divergent traditions and sets of practices. Furthermore, the war conditions in Vietnam render its problems unique in many respects, and Korea is not even located in Southeast Asia.

In spite of these differences, there is much similarity in basic needs as they relate to developmental book and library service programs -- for example, the need for improvement of textbooks, reference books and professional books, for development of libraries, for improvement of the local book industries, and for improvement of educational services. And there are optimum means which could be employed to achieve many of these ends through a comprehensive program sponsored by the Far East Regional Development Division.

The following recommendations, which cover such a program, are valid for all three countries. We suspect (in the absence of first-hand knowledge) that they are also applicable, with variations of degree, emphasis and detail, to other countries in Southeast Asia, to the nations of South Asia, and by extension, to the remainder of the developing world.

In spite of the almost global pertinency of the problems and the program recommendations involved, we feel that East Asia* is perhaps the ideal site for the creation of a large, dramatic developmental book program which might serve as a prototype for a subsequent worldwide U.S.-sponsored effort. The area, as exemplified by the unique nature of the Southeast Asia Task Force, holds first priority for an intensive United States drive along these lines.

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* The Team feels strongly that, although it is not located in Southeast Asia, Korea must be covered by any major developmental book program in the general area. The calibre and potential of Korea's human and physical resources in the printing and publishing field, and in libraries, is such that professional assistance by Region-directed specialists will produce dramatic positive results -- improvements that will impress and inspire other less developed countries in the area, in addition to benefitting Korea directly.

Nature of the Recommendations

Before the field survey began, we reviewed the recommendations contained in the October 1965 memo, "Massive Book Program for Southeast Asia", by C. Earle Hoshall and George E. Sadler. Subsequent to our return, we studied a more recent TCR/CBA working paper which further discussed possible components of a Regional book program.

Many of those recommendations are presented below in expanded and modified versions, to reflect the findings and conclusions of our three-country survey. Other recommendations represent our independent judgment as concepts worthy of Regional sponsorship. All are presented in a sequence which it is hoped will assist an understanding of their order of priority and an appreciation of their interrelationships.

Need for the Center

Our just completed analysis of developmental book activity in three countries of East Asia reveals that they would benefit significantly from the establishment nearby of an area book coordination office. It is apparent, moreover, that the current lack of such an organization has resulted in time-consuming, costly inefficiencies, duplications and errors that might have been minimized or avoided, if the office had been functioning.

Although our survey was limited to the Philippines, Vietnam and Korea, it is obvious to us, from the universality of problems encountered and solutions proposed, that the advantages derived by the three from an area office would be multiplied many times, by extension to others throughout the Region, if the coordinating office were region-wide, not area-wide.

We thus strongly support the establishment of a Regional Book Program Coordinating Center as part of the projected

Southeast Asia regional educational institute or foundation to:

(a) serve as focal point for technical advisory services on book use, library development and book industry development in the Region, (b) serve as coordinating body for Regional and other book programs, and (c) arrange for contractual and production services on Regionally-funded book projects.

Permanent Professional Staff

Like TCR/CBA, we see the professional staff of the Regional Book Program Coordinating Center minimal in size, with projects being conducted largely through contracts with appropriate public and private organizations and institutions. In our view, the following staff specialties are required:

(1) a Regional Book Program Officer, to direct the Center, (2) a skilled book production-printing specialist, (3) an experienced textbook editor, with an educational background, (4) a book publisher-distribution specialist, and (5) a library services planning specialist. The basic staff would probably consist of four; we assume that the Regional Book Program Officer would qualify in one of the above-noted specialties.

The professional staff would be based within the Region. A substantial portion of their time would be spent in individual countries, providing counsel and advice for the development of country programs, and on-the-spot assistance. Within a short time they would develop into Regional book experts, whose in-depth knowledge would render them highly valuable to the Region, host countries and local Missions, alike.

Except for book programs that presuppose a unified approach, such as the publication of a core collection of low-cost English language editions of high level books, textbook depository libraries, and others, the key to success of the Regional Center will depend upon the degree to which it is able to program activities and projects for the resolution of individual country problems, rather than attempting to impose common solutions. While country problems are indeed similar, and the settings much alike, solutions must be tailored individually -- partly because each country is in a different stage of book and library development, and partly because of differences in National culture and tradition.

Program and Project Activity

The work of the Regional Book Program Coordinating Center might be concentrated in three main areas: (1) book program activity, (2) library program activity, and (3) book and library projects. Each is discussed below:

1. BOOK PROGRAM ACTIVITY

Book development activity might be the concern of an operating division with that name, within The Center. Its activities would include:

A. Continuing Counsel by Staff Specialists to Ministries of Education, relating to textbook problems. This would run the gamut from advice to project development, and from assistance in the translation of curricula into textbooks to textbook preparation, production and distribution.

Ministry entities in each of the countries visited by the East Asia Book Team need and desire expert, continuing counsel that can be provided by a Region-based textbook editor, a book production-printing specialist, and a book publisher-distribution specialist. These include the Materials Evaluation Section of the Philippine Bureau of Public Schools, the Instructional Materials Service of the Vietnamese Ministry of Education, and the Textbook Compilation Bureau of the Korean Ministry of Education, among others.

B. A Regional textbook development program. Textbooks represent the priority area for action in the three countries visited by the team -- confirming the nature of field responses to a recent Departmental Circular, which discussed the proposed expanded U.S. commitment in educational development overseas. Under guidance of the Regional textbook editor-educator, a multi-faceted program could be developed to encompass (1) the services of specialists in textbook printing and manufacturing techniques, (2) the provision through contract of the services of book industry specialists to conduct Regional and in-country seminars and workshops to help develop local expertise in textbook writing (including use of the committee writing system), editing, adaptation, translation (when pertinent), book production, illustration, and importantly, the development of teachers guides and related instructional materials.

The program might include other areas. It might (3) cover dollar costs of foreign royalties for textbooks that are adapted or abridged, and (4) assist in the development of Ministry-operated (or semi-governmental) instructional materials centers, like the one in Vietnam. Both the Philippines and Korea would benefit highly from such an organization.

C. Surveys and Research Studies. Many of the seemingly "insurmountable" book problems of the Philippines, Vietnam and Korea result from inexperience and lack of professionalism on the part of book industry components, or an absence of factual data required to make effective decisions; both these areas are susceptible to fairly rapid solution through Center-financed surveys. Typical studies might investigate (1) the "excessive" cost and low quality of book paper and other raw materials (in all three countries) (2) fragmented and inefficient book distribution systems (particularly in Korea, where the book publishers and booksellers are in violent disagreement), (3) printing industry capacity, to determine the ability of the local industry to handle projected textbook needs, and (4) development of effective means for book promotion and advertising.

D. Non-Textbook Seminars and Workshops. These would aim at building private printing and publishing expertise and productivity, and would cover a wide variety of subjects, from book creation, production and sale, to publishing and printing management. Seminars and workshops are also an effective follow-up mechanism to dramatize the results of the surveys and studies in (C) above, and to ensure implementation of recommendations.

For example, a top-level book marketing specialist might be brought to Korea for a 3-month analysis of book distribution practices, to develop recommendations that would minimize inefficiencies, and strengthen or develop the adoption of rational, modern distributive and promotional techniques. At the completion of his study, it would be logical for him to conduct a seminar or workshop for book publishers, booksellers and distributors -- to transmit the findings and recommendations to them and gain their active support.

E. On-the-spot Consultation to various elements of the public and the private book industry. The provision on individual-organization advice and counsel is a logical extension of both the surveys and seminar-workshops of (C) and (D) above.

F. Assistance in writing of local manuscripts for developmental books. We found particular need for this type of program at the university textbook level, where sporadic, spare-time efforts result in low quality manuscripts. The need, however, also exists in the area of scholarly and reference books. Subsidy assistance could take the form of writing grants, short-term contracts for authors' technical services, or advance guarantee of purchase of copies to be produced by commercial publishers.

G. Audio-visual Textbook-Related Material. Programs developed by the Regional Book Center should not overlook the area of audio-visual materials and techniques, which when properly used as adjuncts to textbooks, are dramatically effective teaching aids.

H. Participant Grants. A Regional book program should also include provision for the sponsorship of out-of-country study for private and public book industry personnel, either in other countries within the Region, or in the United States. For example, Vietnamese and Filipino printers can benefit greatly from studies of the operations of their Korean counterparts, the Korean Ministry of Education (now considering textbook rental for the first time) can learn much in the Philippines, etc. The participant program might also include funding to permit book industry and government official attendance at seminars and workshops in third countries.

2. LIBRARY PROGRAM ACTIVITY

Another operating unit of the Regional Book Program Office might be a Library, Communications and Informational Services Division, which would concern itself with the following:

A. Library Planning Counsel. In each country analyzed by the East Asia Book Team, there is urgent need for the development of a unified national program of library service, including a strong central unit. Thus, a key starting point for Regional efforts to develop and strengthen individual country library service lies within the context of assistance to national planning efforts that anticipate creation of a strong national library.

The staff Library Services Planning Officer and/or contract specialists could also help country Education Ministries develop presently retarded school library systems to support the formal educational system. This could be done through recommendations covering (1) organization of Bureaus of Library Development within the Ministries, (2) the possibility of harnessing modern communications technology in educational media, by eventually merging the library service bureaus with education communication and information services, and (3) library legislation and regulations, copyright problems, etc.

In addition, planning consultants could assist in the development of programs for the gross strengthening of public library systems and professional library associations.

B. Regional Research and Experimentation. Efforts in this area would include (1) research into country needs for improved translation services -- the content-carrying capacities of the languages, as well as translation problems that might arise, (2) the implications of extant area studies of library resources by bilateral and multilateral agencies serving East Asia, and (3) the availability of special training and research assistance in the area, or nearby, as for example at the East-West Center. Indeed, much of the research effort might be contracted out to that institution.

C. Consultant Services, to assist individuals and selected organizations, and to conduct short-term institutes and workshops. The Philippines, Vietnam and Korea (and probably, by extension, other countries in the Region) have great need for consultant services in library education...specialists capable of demonstrating optimum methods and approaches to library science, and who can advise and assist the conduct of institutes and seminars. While some of the sessions would be organized on a Regional basis, much of the effort would be on an in-country basis -- for training opportunities, to be of maximum practicality, must be provided where the need exists.

Thus, consultant services would take different forms. Of critical importance to Vietnam is advice at the national level; in Korea basic problems are represented by library construction and professional education; and in the Philippines consultant services could help to improve library administrative programs and professional training.

The nature of the consulting services would be designed to answer specific needs. For example, assistance to Korean architects in the design and development of more functional libraries might take the form of the hiring on a short-term basis of a team of U.S. library building consultants to help design the next 5 public libraries, and a similar team to help design the next 5 academic library buildings.

D. Surveys of Library Operation. As part of the activities of the library, communications and informational services group, contracts would be undertaken with specialists to conduct surveys of various aspects of library operation within the Region, to help develop more effective methods, techniques and administrative procedures.

E. Library Demonstration Programs. In all countries visited by the Survey Team, a very large percentage of existing libraries operate with substandard collections, staffs and services. There is little or no sense of unity, a minimum exchange among libraries, virtually no awareness of professionalism, deficient buildings and equipment, and almost complete lack of library cooperation. One answer would appear to be the establishment, in selected areas throughout the Region, of library demonstration programs which can serve as regional stimuli to library publics as well as staffs, and around which smaller library units may cluster and to which they will look for leadership.

A survey, under the umbrella of the activities mentioned in (D), above, could locate possible participants in such a project, and library consultants could be employed to help get it underway. In the Philippines, participating institutions might be located in Tarlac Province at the University of the Philippines, at Dumaguete, at San Carlos in Cebu, in Saint Augustine at Ilo Ilo, and in Davao.

F. Participant Grants. Advanced education of librarians should be encouraged under a Regionally-funded program of scholarships for study locally, in other countries within the Region, and in the U.S. In this way, promising students would gain expertise in more advanced methods of library organization and administration. Limited numbers of scholarships for doctoral study might also be made available to trained, experienced scholar-librarians who are needed to fill university library directorships in countries such as Korea and the Philippines.

3. REGIONAL BOOK AND LIBRARY PROJECTS

Most of the projects discussed below have been developed by George Sadler and Earle Hoshall within the context of a Southeast Asia Regional Book Program. These are presented with comments and variations that reflect the findings and conclusions of our Far East Book Survey. The remaining projects are products of our study in the Philippines, Vietnam and Korea. Together, they represent the nucleus of a Regional attack on book and library problems that are hampering social, scientific and economic development within the area.

A. Production and publication, commercially, of a Core Collection of Low-Cost English Language Editions of U.S. high-level technical books and textbooks. The books, printed centrally and distributed through commercial or U.S. government channels for local currency sale, would consist of professional, science, business and reference books, plus some university textbooks, for scholars, teachers and activators of change. Selling prices would average $1.00 to $1.50.

We recommend high priority Regional sponsorship of the project. In both Korea and the Philippines, the need for such books is intense, and their availability would significantly assist the professional leadership and university students of the countries involved.

From the point of view of conserving foreign exchange, we suggest that the Region investigate the possibility of producing the core collection books in a country where there is ample availability of idle counterpart funds to underwrite the project cost.

B. As a variant of the above project, we agree that there is need for the direct subsidization of a limited number of specialized high-level technical and reference books for which the market, even on a Regional basis, is too small to justify the production of separate new editions. This project would subsidize the sale of such books through normal commercial channels (using quotas by country and/or by dealer within each country), to assure their availability at modest price. Payment would be in local currency where exchange is a problem. This approach could also be extended to cover shelf enrichment for libraries.

C. University Textbook Rental and/or Rental-Purchase Libraries for leading medical, engineering and agricultural schools. The effectiveness of this extant program was verified during a visit by a Team member to the Cebu medical schools, where it has enjoyed such outstanding success.

Because of the high cost of U.S. pre-clinical and clinical medicine books, the University Textbook project appears to be needed by the Faculty of Medicine in Saigon, five institutions in Korea (Seoul National University, Yonsei, Ewha, Kyongpuk and Chunnam), and the five medical schools in Manila. In like measure, the program could be of significant help in engineering and agricultural schools within the countries.

The objection to the concept mentioned in Korea -- the inability of educational institutions to sustain the high U.S. currency costs required for book replacement five or six years after the project has gotten under way -- can be overcome via the use of IMG funds as a vehicle for convertibility. A number of the medical (and other discipline) titles required for this project would be logical candidates for inclusion in the low-cost core collection project discussed in A, above.

D. Shelf Enrichment for Libraries. This, in all the countries visited by the Team, is the primary library need. Book shortages are acute, and grants of donated or purchased books are required to strengthen book collections and fill gaps in the universities, national libraries, the public library systems, and special libraries. In like manner, there is great need for the procurement of foreign technical and scholarly periodicals and journals that are so vital in enabling local country specialists to keep abreast of new developments in their disciplines -- for example, farm journals and U.S. Department of Agriculture leaflets for the libraries of rural development organizations in Korea and the Philippines.

Libraries of key, selected institutions would be included in the programs. While they would find valuable the pre-selected core collection books of project A, and should be included in that project -- the normal shelf enrichment program should require rigorous local selection of books and/or participation in their selection, along the lines of the successful TCR/CBA National Academies of Sciences Program. (In both Korea and Turkey, the popularity and positive impact of the NAS program is attributed in large measure to the fact that recipient organizations played an active role in deciding what books they would receive.) Too often in the past, donated book collections have contained volumes of peripheral value.

We therefore recommend that the Region support extension of the NAS concept, including the formation of local book selection committees, into disciplines and fields other than science, which is so ably served by that project.

We also recommend support for a concomitant program to provide needed back issues of periodicals and of books that are not commercially available -- through a revival of the sorely missed project that provided Institution Library Memberships in the United States Book Exchange Service. The ground-swell demand for such a project is high both in the Philippines and Korea.

E. Textbook Depository Libraries (educational materials reference centers). These 750 to 1,000 title cross-section collections of U.S. elementary, secondary and higher-education textbooks would prove extremely useful to Ministries of Education as guides in the development of curricula and the fitting of textbooks to curricula, to the public and private textbook industries, to textbook writers, illustrators, etc. The project deserves Region sponsorship.

In Korea alone, for example, a minimum of six sets appear to be needed below the university level: (a) a set of elementary and secondary books for the Ministry of Education's Textbook Compilation Bureau, (b) a set of each for the National Library, (c) an elementary set for the semi-public National Textbook Company, and (d) a collection of secondary school books for the Korean Secondary Textbook Publishers Association, whose members produce almost all books at that level.

F. We also recommend Regional support for the previously developed project to donate and purchase English language books for village, classroom and school libraries in countries where English language materials are useful. Although the concept is of limited use in Korea and Vietnam, where the priority need is for books in the local languages, it is important to the Philippines, where the holdings of such libraries consist primarily of outdated State of California textbooks of limited relevance. It would also be of great value to the former British colonies in Southeast Asia.

APPENDIX E

THE EDITORIAL PROCESS FOR U.S. SCHOOL BOOKS

The report refers to the "editorial process" and its key potential function in the creation and publishing of elementary and secondary school textbooks. This appendix outlines pertinent aspects of the process as they have been applied to the U.S. school book publishing process.*

U.S. publishing firms originate and develop new textbook project ideas in various ways. The ideas may originate with salesmen, sales managers, editors, or with teachers who contact the publisher. In U.S. school book publishing, the publisher's field staff, in its daily contacts with teachers, is engaged in market research on a continuous basis. In addition, the publisher's school book editors (who specialize in disciplines such as social science or mathematics) attend the meetings of teachers who confer periodically on these subjects, read current literature on the subject, and many editors have originally been teachers themselves. Thus school book editors' knowledge of the specialized needs of their market is profound.

When a project is decided upon, the publisher gathers a group to make the publishing decisions and carry out the development of the textbook title or series. The individuals who comprise this group possess in aggregate these skills: (a) a knowledge of the subject matter field and particularly of educational trends in the subject matter field, (b) a knowledge of the money available for the new publishing project, and (c) a knowledge of the marketing procedures involved. The group functions under the guidance of an assigned school book editor, who coordinates, expedites and supervised its work.

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* The appendix is extracted from the report, "Books as Tools for National Growth and Development (A Case Study of the Use of Books in Turkey)", prepared by Wolf Management Services for AID, and published June 1965.

The publishing process for a typical school book follows this general pattern:

(a) The publisher selects the subject and course of study to which he expects to give publishing priority. He does not do this in terms of today's needs, but rather in terms of the needs as visualized a number of years ahead. At this point, the publisher places the school book editor in charge of the project.

(b) Criteria for the selected single title or the series are then developed. These consist of a set of guidelines that delineate the characteristics of the book or series and thus make them more acceptable to educators than books of competitors. The criteria may reflect new viewpoints, new methods, or other distinguishing characteristics.

(c) For the development of these criteria, the publisher usually selects a team that combines these qualities: scholarship, a knowledge of teaching methods, an understanding of learning methods, and importantly--skill in writing. Thus the typical school book development team consists of a university professor who is an authority in the field, an elementary or secondary school classroom teacher who understands how students respond to printed materials in the field, a specialist who knows the most recent developments in the field of methods, and a group of authors who are recruited by the publisher on the basis of their experience and competence.

(d) The school book editor and the team of authors then develop a complete outline for the book or the series.

(e) After the outline has been approved, the editor assigns work on the preparation of the manuscript to the various members of the authorship team, schedules the work each is to accomplish, and prepares a timetable to be followed.

(f) The manuscript is normally submitted to the editor one unit at a time. As he receives the units, he sends them out to be read and criticized by teachers and scholars who specialize in the field. He then reviews the manuscript himself, collates the criticisms received with his own and returns the manuscript to the authors for revision. During the manuscript preparation process, the manuscript is likely to undergo two or three revisions--and a seventh grade geography or an eleventh grade American history textbook may take as long as three to five years to complete.

> In preparing the manuscript, the authors and editor pay close attention to the reading level desired, to the needs of teachers, the courses of study, recent trends in scholarship, etc. The textbooks therefore become multi-dimensional; they are not one-dimensional books whose main purpose is to present the information that the students must learn to pass the examinations--as is often the case in many other countries.

(g) The editor's coordination and direction of efforts toward the production of a textbook or a series of textbooks is a complex undertaking. While he is supervising the authors in the preparation of the manuscript, he is also working with artists, photograph specialists and draftsmen to prepare the illustrations, maps and charts desired by the authors. This material is submitted in rough form to the authors for comment and change. At the same time, to guide the illustrators and the authors, the editor works with a designer, usually on the publisher's staff, to decide on the typography for the book, the nature of its design, the trim size, and so on. At this point, the editor is working with authors, illustrators, artists, and with production men who have explored the most economical ways to meet the standards of publication.

(h) When the manuscript is finally ready for the outside printer, the editor's responsibility is usually turned over to the production specialist or managing editor who sees it through the printing press. The process may take an additional 8-12 months.

It can thus be seen that U.S. school books are the end-products of carefully planned and organized publishing efforts aimed at producing books of maximum effectiveness and value in the educational process.

APPENDIX F

AUDIO-VISUALS IN THE SCHOOLS*

DEVELOPMENT OF AUDIO-VISUAL SERVICES

During the middle and late 1950s a number of educators formed a small association to encourage the use of audio-visual aids through workshops and institutes and a newsletter. Resulting in part from the association's work, a "Demonstration Audio-Visual Center Project" was authorized in 1958 in agreements negotiated between the Republic or Korea and the USOM. The project's chief aim was to assist the development of audio-visual methods in formal educational programs. Among activities sponsored under its auspices were:

1. Establishment of Demonstration Audio-Visual Centers in Seoul (1959), Pusan (1960), and Kwangju (1961)

2. Recruitment of audio-visual specialists from the United States to assist the establishment of centers and to conduct workshops in the pre- and in-service training of teachers for use of audio-visual materials and equipment.

3. Overseas training of Korean teachers for management of Korean audio-visual service agencies.

4. Procurement of audio-visual equipment and materials.

During the contract period, approximately $186,000 worth of material was obtained, including four mobile units, several 16 millimeter projectors, slide and film projectors, tape recorders, educational films, slides and generators.

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* Parts of this appendix are based on information contained in the 1966 report to the Ministry of Education, "Status of Audio-Visual Activities in the Field of Education in Korea."

When the project ended in 1962, the Ministry of Education established the Audio-Visual Section and created an Audio-Visual Council within the Ministry to serve as an advisory body to the Section. The original three audio-visual centers were continued, and the Seoul Center was elevated to the status of a national agency. Local centers were established within the provincial educational research institutes in accord with a regulation issued in 1963. And, in 1964, the local centers were re-established as independent organizations.

Government encouragement of local production of audio-visual aids was announced formally in 1963, and educational broadcasting (first initiated in 1956 under the Ministry of Public Information but discontinued in 1962) was again supported.

AUDIO-VISUAL SERVICES -- TODAY AND TOMORROW

The National Audio-Visual Center operates under direct supervision of the Ministry's Textbook Compilation Bureau, and is responsible for maintaining research efforts, training teachers and A-V specialists, diffusion of audio-visual activities, limited production of teaching aids, and maintaining the daily school broadcast programs. Within the Center there are three units: a production and management section, a research section, and a school broadcasting section.

The National Center employs 27 persons, including 7 research associates and 7 technicians. It maintains a modest inventory of materials and equipment including some 400 motion picture titles; 400 filmstrips considered useful for elementary and secondary education; and a variety of charts, graphs, posters. It is under-financed; the National Center's 1965 budget was 10,000,100 *won* of which 450,000 *won* ($1,670) was allocated for production, 75,000 *won* ($275) for acquisition of equipment, and 180,000 *won* ($667) for educational films. Of much importance to schools and colleges are the National Center efforts to train A-V specialists; some 1,043 teachers have received direct training since 1961. It programs one and one-half hours daily of supplementary radio instruction in language arts, music, social studies, natural sciences and civics for the elementary schools. Of immediate current interest to Center personnel is the development of educational television programs.

Provincial audio-visual centers are managed under supervision of the Provincial Superintendents, and carry out on the provincial level functions comparable to those maintained by the national service. There are eleven provincial centers, including Seoul Special City and Pusan City. However, each of these centers has a regular staff of only three, and all have very limited stocks of A-V equipment and materials. County educational material centers are a main target for future development of audio-visual programs, and it is hoped in the future that county centers will capture interest and a sufficient degree of fiscal support to carry forward their activities.

Largest of the "provincial centers", the Seoul City Audio-Visual Center serves 136 primary schools and 128 secondary schools with a mobile unit. Each school has a catalog of the audio-visual materials and equipment available, and a program of four-day loans has been arranged so that schools may share the limited resources. One teacher in each school has been designated as the A-V coordinator to receive materials and assist in their use. The Seoul City Center staff believes that about 10% of Seoul's teachers now use audio-visual materials regularly, and that interest in A-V is increasing. Staff members visit one school each day, to provide compulsory training in the use of A-V materials.

The Seoul Center staff reports that most elementary schools in the city own at least one slide projector; about 50% of these were made in the U.S., and the rest are Japanese. Amplifiers, radios and intercommunication systems, language laboratory systems (in perhaps 15 secondary schools) and disc play-back units for music (about 50) are also on hand in some schools. Although housed temporarily in a very small building and short of resources of every type, the staff is enthusiastic and has made very real progress since 1962, despite very limited support.

Throughout the country, a majority of schools are equipped with flannel boards, record players, radios and speakers for school and classroom use. About half have slide projectors. One in five has a tape recorder; and movie projectors, opaque and overhead projectors are coming on to the scene but have not yet been purchased widely. A major obstacle hampering the development of audio-visual materials in the schools is the fact that more than 50% of elementary schools and one-third of secondary schools are not equipped with electricity.

There are a number of non-Governmental organizations in Korea which provide audio-visual services. Founded in 1956 to provide impetus to development of audio-visual activities in the country, the Korean Audio-Visual Education Association now has a membership of over 100, and supports a range of activities appropriate for the group. Also active is the News Agency of the Audio-Visual Education Times, which publishes weekly newspapers, periodicals and books relating to audio-visual education and the production and dissemination of audio-visual aids.

Among private and commercial agencies serving the audio-visual field are the Munkyo Slide Production Company established in 1955, oldest and largest company now producing slides and filmstrips in Korea; the Korean Audio-Visual Cultural Center, which operates film library and rental services and engages in some production of films, slides, and filmstrips, etc., as well as production of educational broadcasts; and the Eunsung Trading Company Limited, which imports various kinds of audio-visual equipment and materials. A number of other private and semi-private agencies have been established for local production and sale of audio-visual materials and equipment, with encouragement received from the Government and from educators.

For the present and looking ahead to the near future, the audio-visual situation in schools is uncertain. The Audio-Visual Section of the Ministry, which theoretically has maximum opportunities to correlate audio-visual methods with other curricular approaches, has been starved for funds, and requires stronger guidance and support. Some consider that the section may be misplaced administratively. The National Audio-Visual Center operates with a very limited number of personnel and an infinitesimal production and acquisition budget; and educational television activities have not yet been launched (although the Ministry has shown much interest in moving the program forward).

Among immediate audio-visual service problems are the lack of trained teachers and A-V specialists and insufficient domestic production of A-V materials and equipment. Among concomitant needs are the development of multi-media kits to be used experimentally along with textbooks and library books; need for more audio-visual training programs offered by teacher-training institutions, and for more effective use of radio. Educational films are used infrequently because of the lack of projectors and the absence of films produced in Korean settings in the Korean language; more Korean sound tracks are required to render foreign films useful.

At the heart of the matter is the absence of strong legislative and financial support for development of instructional materials services and centers, including audio-visual and more traditional library materials, and the creation within the Ministry of Education of a strong Governmental unit to administer such legislation. Beyond this, non-Governmental sources of support should be found to provide greater strength for the Korean Audio-Visual Education Association and movement, which in turn should be encouraged to work in close partnership with the Korean Library Association and other groups concerned with development and improvement of educational communication and information services, agencies and personnel.

RADIO AND TELEVISION

In considering the future of audio-visual educational services, the importance of radio and television should not be overlooked. Radio now provides the most direct of all channels for communication and non-school education with large numbers of people, and television will replace it in the not too distant future.

According to a September 1965 survey by the Ministry of Public Information (MPI), there are 1,057,000 radio sets, but unofficial estimates place the number at twice that amount. Radio has moved into rural areas to a point far beyond the reaching power of other media. MPI surveys indicate that about 38% of Korean families own at least one radio or wired receiver (of which there are several thousand); that the average daily listening audience for all radio programs is about 10,000,000, and that more than one-quarter of the radio audience listens to the radio more than five hours per day. According to a SNU survey, villagers depend upon radio for news over all other media, including newspapers and word-of-mouth, which ranked second and third, respectively.

A 1965 USOM study reported that books rank fourth, behind radio, conversation and newspapers, as the most frequently used means of communication among the "leadership elite", which "reads approximately one book per month".

The Korean Broadcasting System's key station HLKA allocates 24.8% of its broadcasting time to educational features. Included in this total are the already-mentioned daily supplementary instruction programs for elementary school children.

Three television stations -- two in Seoul and one in Pusan, broadcast daily to an estimated 40,000-50,000 receivers, and interest in educational television is high among both educators and Government officials.

The point is obvious. Radio and television provide open channels to large numbers of Koreans for education as well as communication and entertainment. Their potential should not be neglected.

Some feel that television, despite its obvious attractiveness to segments of the official community and the public, should not be permitted to acquire first priority status, to the detriment of teacher salary increases and other educational improvements (some as basic as heating and electricity for the schools), which might have to be curtailed because of unrealistic investments in educational television. This concern is well merited. In Chapter 3 we noted the downgrading of supplementary books, and in this Chapter the paucity of funds for the traditional audio-visual services -- both because of the severe limitations on the educational budget and what it can successfully accomplish. Korea certainly cannot afford to waste money on non-essentials.

However, educational television can play a truly significant long-term role in a country such as Korea. Admittedly the TV effort should not move faster than the development support required for its proper maintenance; nor should it replace other vital programs. But the natural excitement that the medium creates in the spheres of information and entertainment can and should be capitalized upon. USOM is supporting the current experiment at Sogang University to develop a closed-circuit educational television system which may be extended to include 2,500 megacycle transmission. We suggest that it actively support other imaginative and realistic Korean efforts to this end.

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